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ABSTRACT

To assess the status of hunger and homelessness in urban America during 1991, The U.S. Conference of Mayors surveyed 28 major cities whose mayors are members of its Task Force on Hunger and Homelessness. The survey sought information and estimates from each city on: (1) the demand for emergency food assistance and emergency shelter and the capacity of local agencies to meet that demand; (2) the causes of hunger and homelessness and the demographics of the populations experiencing these problems; (3) public attitudes toward homeless people; (4) the impact of state budget cuts and the recession on huger and homelessness; and (5) the outlook for 1992. City officials estimated that during the past year, requests for emergency food assistance increased by an average of 26 percent, with an average 17 percent of requests going unmet. Homelessness has also increased and all cities report that the recession has affected, and will continue to affect, hunger and homelessness. Employment-related problems led the list of causes of hunger. Recommendations to alleviate these problems center around increases and improvements to Federal programs, including full funding of the Stewart B. McKinney Homeless Assistance Act, a major source of funds for hunger and homelessness projects. Two tables and three figures illustrate the discussion. An appendix contains five supplemental tables and the survey questionnaire. (SLD)

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A STATUS REPORT ON HUNGER AND HOMELESSNESS IN AMERICA'S CITIES: 1991

A 28-City Survey
December, 1991

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President

James Scheibel, Mayor of Saint Paul
Chair, Task Force on Hunger and Homelessness

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This report was written by Laura DeKoven Waxman of The U.S. Conference of Mayors' staff. Additional copies are available for $10 each (payable in advance) from Cynthia Reed-Pinkney, The U.S. Conference of Mayors, 1620 Eye Street, N.W., Washington, D.C. 20006 (202) 293-7330.

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SUMMARY

To assess the status of hunger and homelessness in urban America during 1991, The U.S. Conference of Mayors surveyed 28 major cities whose mayors are members of its Task Force on Hunger and Homelessness. The survey sought information and estimations from each city on 1) the demand for emergency food assistance and emergency shelter and the capacity of local agencies to meet that demand; 2) the causes of hunger and homelessness and the demographics of the populations experiencing these problems; 3) public attitudes toward homeless people; 4) the impact of state budget cuts and the recession on hunger and homelessness; and 5) the outlook for 1992.

Below is a summary of the findings for the 28 survey cities:

HUNGER

- City officials estimated that during the past year requests for emergency food assistance increased in the survey cities by an average of 26 percent, with all but two of the cities registering an increase. The number of families with children requesting assistance also increased by 26 percent, in all but one of the cities. Just over two out of every three people requesting emergency food assistance in the survey cities were members of families -- children and their parents.

- On average, 17 percent of the requests for emergency food assistance are estimated to have gone unmet. In 79 percent of the survey cities emergency food assistance facilities must turn away people in need because of lack of resources.

- The overall level of resources available to emergency food assistance facilities in the survey cities increased by four percent. One-half of the cities reported that the emergency food assistance facilities are unable to provide adequate quantities of food; 81 percent said that the food provided is nutritionally balanced.

- In 82 percent of the cities emergency food assistance facilities were relied on by families and individuals both in emergencies and as a steady source of food over long periods of time.

- Employment-related problems led the list of causes of hunger. Other causes frequently identified by the city officials include poverty or inadequate income, high living costs, the lack of affordable housing, and low benefit levels and other limitations in public assistance programs.

- Eighty-nine percent of the cities supported local emergency food assistance efforts during the last year. Of these, 46 percent used locally generated revenues; 29 percent used state grants; two-thirds used Stewart B. McKinney Homeless Assistance funds; 38 percent used Community Development Block Grant funds and 17 percent used Community Services Block Grant funds.

- The number of supermarkets in low income neighborhoods decreased in 32 percent of the survey cities, remained the same in 60 percent of the cities and increased in two cities. Eighty-nine percent of the cities reported that they have farmers' markets; 64 percent of these are located in low income neighborhoods.

HOMELESSNESS

- During the past year requests for emergency shelter increased in the survey cities by an average of 13 percent, with all but three of the survey cities registering an increase.

- Requests for shelter by homeless families increased by an average of 17 percent, with all but five of the survey cities registering an increase. No city reported a decrease in requests for shelter by homeless families.

- An average of 15 percent of the requests for emergency shelter are estimated to have gone unmet. For homeless families alone, 15 percent of the requests for emergency shelter are also estimated to have gone unmet. In 78 percent of the cities, shelters must turn away homeless families due to lack of resources; in three out of four of the cities they must turn away other homeless people because of insufficient resources.

- The lack of affordable housing led the list of causes of homelessness identified by the city officials. Other causes cited frequently by the city officials include unemployment and other employment-related problems, substance abuse and the lack of needed substance abuse services, mental illness and the lack of needed mental health services and poverty or the lack of income.

- On average, the composition of the survey cities' homeless population is estimated to be 50 percent single men, 35 percent families with children, 12 percent single women and three percent unaccompanied youth. Children comprise 24 percent of the homeless population in the survey cities. In the cities, the homeless population is estimated to be 48 percent African-American, 34 percent white, 15 percent Hispanic, three percent Native American and less than one percent Asian.

  An average of 29 percent of the homeless population in the cities is considered mentally ill; 40 percent are substance abusers; seven percent have AIDS or HIV-related illness. An average of 18 percent of the homeless population is employed in full or part-time jobs; 23 percent are veterans.

- The number of emergency shelter beds increased overall in the survey cities by an average of four percent; transitional housing units increased by an average of 70 percent.

- Families with children and substance abusers were mentioned most frequently, each by three-fourths of the survey cities, as the groups of homeless people for whom shelter and other needed services were particularly lacking. Severely mentally ill persons were mentioned by two-thirds of the cities as being in particular need of shelter and other services.

- All of the survey cities use city government funds to support shelters or other services for homeless people. Three-fourths use locally generated revenues; 68 percent use state grants; all use Stewart B. McKinney Homeless Assistance Act funds; 68 percent use Community Development Block Grant funds; 28 percent use Community Services Block Grant funds. All of the cities save one said that the Stewart B. McKinney Act has been effective in assisting local agencies to respond to the problems of homelessness.

- Sixty-three percent of the cities reported that state budget cuts have increased the number of homeless people in their jurisdiction. Sixty percent of the cities reported that state budget cuts had reduced the ability of agencies to provide services to homeless persons.

- Just over three out of four of the survey cities reported that during the last year no action has been taken by city government or other public authorities in the city to limit the access of homeless persons to public facilities or property. Officials in 48 percent of the survey cities reported that they have seen evidence that public sentiment toward homeless persons has become negative in the past year.

RECESSION, THE OUTLOOK FOR 1992 AND THE PRESIDENTIAL ELECTION

- All of the survey cities report that the recession has affected the problems of hunger and homelessness in their jurisdiction.

- All of the survey cities expect that requests for emergency food assistance and emergency shelter will increase during 1992.

- Asked what recommendations they would make to Presidential candidates that would enable the nation to eliminate hunger and homelessness by the end of the century, most city officials focussed on housing and employment policies and programs. Recommended most frequently were: a substantial federal affordable housing program, job creation and expanded job training, full employment and increases in the minimum wage. Also recommended were increases and improvements in the Food Stamp program, such as those included in the Mickey Leland Memorial Hunger Relief Act, increases in WIC, reform of the welfare system, and full funding for the Stewart B. McKinney Homeless Assistance Act.

INTRODUCTION

In October 1982, The U.S. Conference of Mayors and The U.S. Conference of City Human Services Officials brought the shortage of emergency services -- food, shelter, medical care, income assistance, energy assistance -- to national attention through a 55-city survey. That survey showed that the demand for emergency services had increased in cities across the nation, and that on average only 43 percent of that demand was being met.

Since that time the Conference has done numerous reports on hunger, homelessness and poverty in cities. These reports have documented the causes and the magnitude of the problems, how cities were responding to them and what national responses were required. They include:

- Hunger in American Cities, June, 1983
- Responses to Urban Hunger, October, 1983
- Status Report: Emergency Food, Shelter and Energy Programs in 20 Cities, January, 1984
- Homelessness in America' Cities: Ten Case Studies, June, 1984
- Housing Needs and Conditions in America' Cities, June 1984
- The Urban Poor and the Economic Recovery, September, 1984
- The Status of Hunger in Cities, April, 1985
- Health Care for the Homeless: A 40-City Review, April, 1985
- The Growth of Hunger, Homelessness and Poverty in America's Cities in 1985: A 25-City Survey, January, 1986
- Responding to Homelessness in America's Cities, June, 1986
- The Continued Growth of Hunger, Homelessness and Poverty in America's Cities in 1986: A 25-City Survey, December, 1986
- A Status Report on Homeless Families in America's Cities: A 29-City Survey, May, 1987
- Local Responses to the Needs of Homeless Mentally Ill Persons, May, 1987
- The Continuing Growth of Hunger, Homelessness and Poverty in America's Cities: 1987. A 26-City Survey, December, 1987
- A Status Report on The Stewart B. McKinney Homeless Assistance Act of 1987, June, 1988
- A Status Report on Hunger and Homelessness in America's Cities: 1988. A 27-City Survey, January, 1989
- Partnerships for Affordable Housing. An Annotated Listing of City Programs, September, 1989
- A Status Report on Hunger and Homelessness in America's Cities: 1989. A 27-City Survey, December, 1989

- A Status Report on Hunger and Homelessness in America's Cities: 1990, A 30-City Surey, December, 1990
- A City Assessment of the 1990 Shelter and Street Night Count, A 21-City Survey, June 1991
- Mentally Ill and Homeless, A 22-City Survey, November 1991

To spearhead the Conference's efforts to respond to the emergency services crisis in cities, the President of The Conference of Mayors appointed 20 mayors to a Task Force on Hunger and Homelessness in September, 1983. That Task Force is now chaired by Saint Paul Mayor James Scheibel, and the number of mayors serving on it has increased to 32. The Task Force meets at least twice each year; many of its members have testified before Congress; and the cities represented on it have provided information to Conference staff on conditions relating to hunger and homelessness for the various reports that have been prepared.

METHODOLOGY

This report provides information on the current status of hunger, homelessness and the conditions which have affected them in 28 of the cities represented on the Task Force. A copy of the survey instrument sent to the cities is contained in the Appendix.

To respond to the survey, the city officials collected and compiled information from a wide range of public and private agencies knowledgeable about the problems of hunger and homelessness in their communities. The data was collected from the cities for the period of November 1, 1990 to October 31, 1991 during November and December, 1991. It was supplemented with data on population, poverty and unemployment available from the Bureau of the Census and the Bureau of Labor Statistics.

The reader should note that in no case do the percentages reported for a survey question include a city unable to respond to that question. In addition it should be noted that estimates of the number of homeless persons in particular are not comparable across the survey cities in that the methodology for developing those estimates varies considerably from one city to another.

HUNGER

During the last year, the demand for emergency food assistance increased in all but two of the survey cities, by an estimated average of 26 percent. The demand remained the same in two cities. The demand by families with children increased in all but one of the survey cities, also by an estimated average of 26 percent. More than two-thirds of those requesting emergency food assistance were families with children. In 79 percent of the survey cities emergency food assistance facilities must turn away people in need because of lack of resources. The city officials estimate that 17 percent of the requests for food assistance went unmet during the last year. The overall level of resources available to such facilities is estimated to have increased by four percent during the last year. One-half of the cities reported that emergency food assistance facilities are unable to provide adequate quantities of food.

The Problem

The Demand for Emergency Food Assistance

During the last year, requests for emergency food assistance increased in 93 percent of the survey cities. The average estimated increase was 26 percent. Increases ranged from 132 percent in Norfolk, 100 percent in Boston and 70 percent in Philadelphia to 10 percent or less in Alexandria, Los Angeles, Minneapolis, Phoenix, Saint Paul, San Antonio, San Diego and Trenton. Denver and Louisville reported that requests for emergency food assistance remained the same during the last year.

Among the comments by the city officials on the increase in requests for emergency food assistance:

- **Boston**: "The number of requests has doubled, not just for emergency food assistance, but also for food stamps."

- **Kansas City**: "Fifteen percent more people have been served at food pantries. There has also been a 15 percent increase in food stamp participants, and a 24 percent increase in food stamp recipients in suburban areas."

- **Philadelphia**: "The recession has made it more difficult for low income families to pay their bills and has resulted in higher unemployment, particularly among single males."

- **San Diego**: "In October 1991, approximately six percent (or 157,386) of the region's population received food assistance."

Requests by Families for Emergency Food Assistance

The number of families with children requesting emergency food assistance increased in 96 percent of the survey cities. The average estimated increase was also 26 percent, ranging from 100 percent in Boston and 90 percent in Philadelphia to 10 percent or less in Kansas City, Los Angeles, Minneapolis, Nashville, Norfolk, Phoenix, San Antonio and San Diego. The number of requests by families with children remained the same in Louisville.

Across the survey cities, it is estimated that 68 percent of those requesting emergency food assistance were either children or their parents. In Boston, Cleveland, Hartford, Kansas City, Los Angeles, Saint Paul, San Antonio, San Diego and Trenton three-fourths or more of those requesting food assistance were families with children.

Among the comments by the city officials on the increase in requests for emergency food assistance by families with children:

- **Salt Lake City**: "Families with children are the fastest growing segment of the homeless/poverty population."
- **Trenton**: "Increases are caused by unemployment, substance abuse and homelessness, and a diminishing rental housing stock."

The Causes

Officials in the survey cities say hunger is due to a number of factors, many of them inter-related. Those most frequently identified by the survey cities, in response to an open-ended question, are unemployment and other employment-related problems, high living costs, poverty or inadequate income, lack of housing affordable by low income persons, and inadequate public assistance benefit levels.

- Twenty-three cities (82 percent) identified **employment-related problems**, such as unemployment, underemployment, low wages and layoffs, as a main cause of hunger: Alexandria, Charleston, Chicago, Cleveland, Denver, Detroit, Hartford, Kansas City, Los Angeles, Louisville, Miami, Minnesota, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Providence, Saint Paul, Salt Lake City, San Diego, Seattle and Trenton.
- Fifty-four percent of the cities cited **poverty or inadequate income** as a main cause of hunger: Boston, Charleston, Chicago, Kansas City, Los Angeles, Louisville, Miami, Minneapolis, Nashville, New Orleans, New York City, Philadelphia, Portland, Salt Lake City and Seattle.

- **High living costs** were identified as a main cause of hunger by 13 cities (46 percent): Alexandria, Kansas City, Louisville, Minneapolis, Nashville, New Orleans, New York City, Portland, Phoenix, Saint Paul, San Diego, Seattle and Trenton. **High health care costs** were identified by Louisville, Minneapolis, Nashville, Portland and Saint Paul. Nashville, Phoenix, Seattle and Trenton mentioned **high utility costs.** **High child care costs** were identified by Kansas City and Saint Paul.

- The **lack of housing affordable by low income people** was identified as a cause of hunger by 12 cities (42 percent): Hartford, Kansas City, Minnesota, Nashville, Norfolk, Philadelphia, Phoenix, Providence, New Orleans, San Diego, Seattle and Trenton.

- **Low benefit levels and other limitations in public assistance programs**, primarily welfare and Food Stamps, were cited as a main cause of hunger by 10 cities (36 percent): Charleston, Chicago, Cleveland, Denver, Hartford, Louisville, New Orleans, New York City, Salt Lake City and Seattle.

- Seven cities identified the **recession or the failure to recover from it** as a primary cause of hunger: Alexandria, Detroit, Kansas City, Miami, Philadelphia, Saint Paul and San Antonio.

Other causes of hunger identified by the survey cities are:

- **Mental illness and inadequate mental health services**, by Denver, Kansas City, Norfolk and Trenton;

- **Substance abuse and inadequate substance abuse services**, by Denver, Philadelphia and Trenton; and

- **Federal and/or state budget cuts**, by Boston, Detroit, Salt Lake City and Seattle.

The Capacity to Meet the Need

Level of Resources Available to Emergency Food Assistance Facilities

During the last year, the level of resources such as food, funds or volunteers available to emergency food assistance facilities is estimated to have increased overall by four percent. The level of resources increased in 11 cities (46 percent), stayed the same in four cities (17 percent) and decreased in nine cities (38 percent). Those cities reporting an increase in resources are Alexandria, Boston, Chicago, Hartford, Kansas City, Miami, Philadelphia, Phoenix, Providence, Salt Lake City and San Diego. Those in which the level of resources remained the same are New York City, Norfolk, Saint Paul and Trenton.

The level of resources decreased in Cleveland, Denver, Louisville, Minneapolis, Nashville, New Orleans, Portland, San Antonio and Seattle. Charleston, Detroit, Los Angeles and San Francisco described decreased resources in some areas, increased resources in others:

- **Charleston**: "The number of volunteers has increased as has donated food contributed by area restaurants, caterers, etc. Actual financial contributions to non-profits which feed the hungry have declined by nearly one-third."
- **Detroit**: "This varies depending on how well known and stable an operation is. All organizations, however, report no increase for the first 10 months."
- **Los Angeles**: "Food has increased due to that purchased for the gulf war, but funds from donors, etc. have decreased."
- **San Francisco**: "Some providers have found it more difficult to get volunteers, donated food, etc. due to increased pressure for assistance in other programs. Some, on the other hand, have reported an increase in food and volunteers."

Among the comments of the city officials on the **increase in resources**:

- **Alexandria**: "Most of the providers felt that there was indeed an increase in resources. One provider reported an 18 percent increase in cash donations over last year to support their emergency food program. In addition, several community-based organizations and churches have become distribution sites for the Self-Help and Resource Exchange, SHARE, Food Cooperative Program. SHARE allows people to purchase approximately $35 worth of food for $13 by eliminating 'middle man' food retailers."
- **Boston**: "Volunteer assistance and private food drives remain high. The City of Boston Can Share food drive resulted in over 400,000 cans of nutritious food, which is an increase of 125,000 over last year. Food resources in general, however, are hard-pressed to meet current need; resource funds have not grown comparably to match the need for assistance."
- **Chicago**: There has been an "increase in the City's CDBG funds for emergency food."
- **Hartford**: "The amount of food distributed has increased, but not in proportion to the need."
- **Phoenix**: "There seems to be a good supply of foodstuffs. The food available from Operation Desert Storm has helped, and is of very good quality. There is a shortage of real dollars and volunteers."

o **Providence**: Resources have increased through "Project Desert Share, the increase in federal commodities and the increase in FEMA funds, but the number of people needing food has also increased."

o **Salt Lake City**: "Despite local efforts to increase food donations, funds, and volunteers, demand always exceeds available supplies. There is still a significant funding and staff shortage."

Among the comments of the city officials on the **level of resources remaining unchanged**:

o **Norfolk**: "Soup kitchens and a number of food distribution resources have been added, and the number of churches providing assistance has increased. FEMA funds, however, decreased."

o **Saint Paul**: "We have a free food program and a free meals program of nearly the same size. One has experienced an increase and the other an equivalent decrease."

o **Trenton**: "The City has the same resources and continues to give a variety of food and vouchers to those in need."

Commenting on a **decrease in resources**:

o **Cleveland**: "A major source of food has been a court settlement on supermarket price fixing. This dropped from $1 million in 1990 to $500,000 in 1991."

o **Louisville**: "The level of resources decreased in Louisville because of higher unemployment, less discretionary money to donate, industry consolidation creating fewer sources of revenue, and a greater competition for food, volunteers and funds."

o **Nashville**: "Due to the Middle Tennessee economic climate, funding has been down for emergency food assistance."

o **San Antonio**: "This locality has seen a decrease in federal assistance due to worsening economic conditions in other parts of the county. There was a 10 percent decrease in available Federal Emergency Management Agency funding."

o **Seattle**: "While City funding has increased (from $987,419 in 1990 to $1,140,698 in 1991), the other support continues to dwindle. Rising food, transportation, rent and utility costs also contribute to the decrease in available resources."

Emergency Food Assistance Facilities: For Emergencies Only or as a Steady Source of Income?

Eighty-two percent of the cities reported that emergency food assistance facilities were used both for emergencies and as a steady source of food over long periods. Chicago, Nashville, New Orleans and Providence said that they were used primarily for emergencies only. Saint Paul reported they were used as a steady source of food over long periods of time. Among the comments from the city officials where facilities are used both for emergencies and as a steady source of food:

- **Alexandria**: "Programs vary across the board, providing a wide variety of resources and levels of assistance. For example, congregate meal programs can and often do provide longer term assistance with few if any restrictions. Voucher and commodity programs seek to provide shorter term assistance, generally for no longer than five days. These programs usually restrict repeat use and vary the assistance based on family composition."

- **Boston**: "What started out for most families as emergency food assistance has in large part become a mainstay for many. Extremely high unemployment and the high cost of living are contributing factors. In a recently released study by the Massachusetts Community Childhood Hunger Identification Project (CCHIPS), one child in four under the age of 12 is hungry or at risk of being hungry. This indicates long-term use."

- **Charleston**: "During these difficult financial times, the number of very low income people has increased, employment opportunities have decreased, and people have less income available to purchase food. They supplement their diets by eating regularly in soup kitchens."

- **Chicago**: "The City-operated food program is for emergency use only. Not-for-profit food pantries may become a regular source of food for longer periods."

- **Detroit**: "The intent was emergency only. Many people use them regularly."

- **Hartford**: "While intended for emergencies, many utilize them to supplement welfare, WIC, food stamps and other resources because of other demands on cash, such as rent and emergencies."

- **Kansas City**: "Most pantries try to provide food assistance on an emergency basis (a maximum of one time per month) only. There are a few pantries which have 'no maximum' on providing assistance and other agencies ('on site' feeding facilities) who provide on-going assistance to those who have chronic needs."

- **Los Angeles**: "Most agencies help the 'suddenly poor' as well as the chronically poor."

- **Louisville**: "Community-wide private sector assistance is available for crisis intervention up to five times annually. Other food pantries, particularly those affiliated with local churches, may serve weekly or monthly when food is available."

- **Miami**: "The great majority of facilities provide assistance for extended periods of time; there are also coordinated emergency assistance plans that are implemented as the need arises."

- **Nashville**: "Clients are restricted to a limited number of emergency food boxes -- six per year. Each box lasts approximately three-and-a-half to four days."

- **New Orleans**: "The emergency food assistance program provides a three-day supply of nutritionally balanced food. Soup kitchens and emergency shelters have continued to be a regular, and in many instances the only, continuous source of food for the city's hungry and homeless."

- **Norfolk**: "Some families are served on a recurrent basis due to a fluctuation in financial situations. Assistance facilities are used for emergencies most of the time. Some churches provide food to families on a monthly basis."

- **Philadelphia**: "The primary use of funds and food commodities is for emergencies. Many people, however, suffer from ongoing poverty and need food on a regular basis."

- **Phoenix**: "Many new first-time users are seen. The fact that many people also use the resources as a supplemental source has become an expectation."

- **Salt Lake City**: "Emergency food orders are limited at food banks, but many persons rely on soup kitchens (St. Vincent De Paul, Rescue Mission, Salvation Army) for a steady supply of food."

- **San Antonio**: "Previously the requests were primarily for emergency assistance. The economic stress on affected families, however, has resulted in an increase in requests for food as a steady source from food pantries."

- **San Diego**: "Most social agencies are geared to assisting on a short-term basis. The local food bank operates two ongoing supplemental food programs for low income individuals and families."

- **San Francisco**: "Although designed as emergency food programs, some are a major source of basic nutrition for some people over prolonged periods of time."

- **Seattle**: "Many individuals and families continue to use food banks and emergency meal programs over a long period of time to supplement limited incomes. A survey recently conducted at a local food bank revealed that 35 percent of those using the food bank had been doing so for less than a year, 47 percent had been using the food bank for one to three years, and 18 percent had been using the food bank for over three years."

- **Trenton**: "According to the Mercer County Board of Social Services, facilities are mostly for emergencies. There continues to be interest, however, in providing a steady source of food for longer periods of time. A Food Policy Council has been established in Trenton."

The Quantity of Food Provided

One-half of the survey cities reported that emergency food assistance facilities are unable to provide an adequate quantity of food. Those cities are Boston, Cleveland, Detroit, Hartford, Kansas City, Los Angeles, Louisville, Miami, Nashville, Norfolk, Portland, Salt Lake City, Seattle and Trenton. The other half of the cities reported that emergency food assistance facilities are able to provide an adequate quantity of food. Those cities are Alexandria, Charleston, Chicago, Denver, Minneapolis, New Orleans, New York City, Philadelphia, Phoenix, Providence, Saint Paul, San Antonio, San Diego and San Francisco.

Among the comments from those cities in which emergency food assistance facilities are **able to provide adequate quantities of food**:

- **Alexandria**: "Depending on the need. Many of the providers surveyed noted a more rapid depletion of stocks than in prior years."

- **Charleston**: "Food assistance facilities are meeting the needs by working even harder to 'keep their cupboards full.' For those who are so low income that providing food regularly is difficult, soup kitchens can help. There is a real problem for the hungry and homeless on weekends when soup kitchens and organizations which provide emergency food baskets are not able to operate due to limited operational funding."

- **Chicago**: "The family food box contains 35 food items and 28 lbs. (net weight) of food, and is sufficient to feed a family of four (two adults, two children) for three or four days."

- **New Orleans**: "Food pantries are equipped to provide an adequate supply of food based on a three-day limit every three months. It is generally agreed that in most instances the need for food extends beyond that limit."

- **Philadelphia**: "Food is available through a variety of programs, including federal government-donated foods, state-funded purchase of food and donated food available through the local food bank."

- **San Antonio**: "The community has responded to the increased demand for emergency food assistance. Local grocers are working in cooperation with the local food bank to provide commodities to pantries."

Among the comments of the officials in cities where emergency food assistance facilities are **unable to provide an adequate quantity of food**:

- **Boston**: "Food pantries limit families to a three-day supply of food per month, so the quantity of available food is limited. Private contributions to food pantries, especially during the holiday season, help considerably. With many people feeling the crunch, however, it remains to be seen how long private contributions will continue at the same level."

- **Cleveland**: "A three-day maximum supply of food is usually not enough."

- **Detroit**: "In the last three or four months especially, soup kitchens and pantries have had to 'ration' to make food supplies 'stretch' to meet demand."

- **Hartford**: "Every attempt is made to do this, but due to the increase in demand, some resources have had to cut back."

- **Kansas City**: "In most pantries, the amount of donations fluctuates, which directly affects the quantity of food distributed. Mid America Assistance Coalition reports that the average value of food provided per household (value of the bag of groceries provided) has dropped from $26.29 to $24.68 over the last year."

- **Los Angeles**: "Most agencies must either restrict people or the amount of food."

- **Louisville**: "Crisis intervention provides a minimal diet for a period up to seven days."

- **Miami**: "Certain population groups are under-served -- immigrants, long-term unemployed and migrants. Other population groups (those downtown) are served on a consistent basis."

- **Nashville**: "The following is a list of items we either have limited quantities of or rarely get: (1) eggs, (2) baby food and formula, (3) milk, (4) meats, (5) fresh produce."

- **Norfolk**: "Three to five days of food is usually all that is available. Food Stamp applications can take up to 30 days to process."
- **Portland**: "The demand for emergency food assistance is out-pacing the supply. Emergency food allotments to persons in need have been reduced due to an insufficient supply of USDA and other foods at many helping agencies."
- **Trenton**: Emergency food assistance facilities are not able to provide an adequate quantity of food "due to the lack of funds to purchase enough food for needy families."

The Quality of Food Provided

Eighty-one percent of the cities reported that emergency food assistance facilities are able to provide nutritionally balanced food. Those cities are Alexandria, Boston, Charleston, Chicago, Cleveland, Denver, Detroit, Hartford, Los Angeles, Louisville, Minneapolis, Nashville, New Orleans, New York City, Philadelphia, Phoenix, Portland, Saint Paul, Salt Lake City, San Antonio, San Diego and San Francisco. Five cities -- New York City, Norfolk, Phoenix, Seattle and Trenton -- reported that the food provided by emergency food assistance facilities is not nutritionally balanced.

City officials who indicated that emergency food assistance facilities are able to provide **nutritionally balanced food** explained their responses:

- **Alexandria**: "A qualified yes. This is a difficult question to answer. We are confident that emergency providers in the City make every effort to provide wholesome food products that are safe for consumption (not outdated, etc.). The same can be said for congregate meal sites which can provide somewhat more control over menu and preparation, although they too are often dependent on restaurant or other donations."
- **Boston**: "Normally food pantries purchase food items to ensure that nutritional needs are met. With the increasing demand, however, it is getting more difficult to guarantee nutritionally balanced food."
- **Charleston**: "The meals are balanced, but rarely include fresh fruit, dairy products or meat."
- **Chicago**: "The food box content is reviewed annually by a nutritionist, who also prepares sample menus for inclusion in the box."
- **Cleveland**: The food is nutritionally balanced "unless sites run low."

- **Detroit**: "Every attempt is made to provide nutritionally balanced meals, but very often the menu is extremely limited."

- **Hartford**: "Attempts are made to provide a variety of food, but supplies in various areas may be limited."

- **Norfolk**: "The food provided is supplemental food and is provided free of charge. Thus fresh fruits and vegetables are not always available. When possible, every effort is made to provide nutritionally balanced food. The Food Bank, in cooperation with the Tidewater Nutrition Council, has provided training to agencies on nutrition education and food preparation."

- **Nashville**: "The goal is to provide a balanced meal. Our food boxes contain milk, eggs, bread, non-green vegetables, green vegetables, canned meat, pasta, fruit or juice, and rice or flour."

- **New Orleans**: "The emergency pantry offers staples such as sugar, flour, canned vegetables, canned meats, and peanut butter. Also included are spaghetti, macaroni, cereals, dried beans, rice and some frozen foods."

- **Philadelphia**: "A variety of food commodities are available through the State Food Program for breakfast, lunch and dinner. These items are supplemented with food donations."

- **Portland**: "The quality of nutrition varies according to supplies available. Lack of protein items is a major concern."

- **San Antonio**: "Local pantries make serious efforts to maintain nutritionally balanced food packages."

- **San Diego**: "The County nutritionist reviews foods distributed by the local food bank."

Among the comments by officials in cities where the food provided is **not nutritionally balanced**:

- **Louisville**: "Within reason, the community-wide services provide nutritionally balanced meals, although supplies are often lacking sufficient protein."

- **Miami**: "Agencies make the best of what is available. Generally, some meals are balanced, but no funds are available for nutritionists."

- **Phoenix**: "The quality of the nutritional balance varies from place to place depending upon the foodstuffs garnered and the ability of the bank or pantry to handle the food."

- **Trenton**: "According to the Mount Carmel Guild, nutritionally balanced food is provided as best it can be when using canned goods."

Supermarkets and Farmers' Markets

Sixty percent of the survey cities reported that the number of supermarkets in low income neighborhoods had remained the same. Those cities are Alexandria, Charleston, Denver, Detroit, Hartford, Los Angeles, Nashville, New Orleans, New York City, Norfolk, Philadelphia, Phoenix, Providence, Seattle and Trenton. Nearly one-third (32 percent) of the cities said the number of supermarkets in low income neighborhoods had decreased: Boston, Chicago, Kansas City, Louisville, Miami, Minneapolis, Salt Lake City and San Antonio. Cleveland and Saint Paul reported an increase in supermarkets in low income neighborhoods.

Eighty-nine percent of the cities reported that they have farmers' markets within the city. Charleston, Salt Lake City and Trenton do not. In 64 percent of the cities farmers' markets are located in low income neighborhoods. These cities are Alexandria, Boston, Chicago, Cleveland, Detroit, Hartford, Kansas City, Los Angeles, Louisville, Miami, Nashville, New York City, Philadelphia, Saint Paul, San Diego and San Francisco. These cities reported that more than three-fourths (77 percent) of the farmers' markets are located in low income neighborhoods.

The Funding

During the last year all but three of the survey cities used city government funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts.

- Forty-six percent (11) of the responding cities used **locally generated revenues** to support emergency food assistance efforts. These cities and the amount expended during the last year include:

Alexandria	$	20,000-25,000
Boston		169,300
Charleston		36,200
Chicago		1,835,000
Louisville		25,000
Minneapolis		150,000
New Orleans		20,000
New York City		2,900,000
San Antonio		2,000
Seattle		1,140,698
Trenton		13,000

During the last year Trenton found it necessary for the city government to decrease the amount of locally generated revenues used to support local emergency food assistance efforts. Trenton officials explained that "the city government decreased the locally generated revenues to the food commodities program, which may reduce the number of distributions by one for the year." None of the other cities have had to cut the amount of locally generated revenues used to support emergency food assistance efforts.

- Seven cities (29 percent) used **state grants** for food assistance efforts. Among these cities and the amount expended during the last year:

Philadelphia	2,665,916
Saint Paul	400,000
Seattle	155,000

- **Stewart B. McKinney Homeless Assistance Act** funds (including FEMA Emergency Food and Shelter Grant funds) were used by two-thirds (16) of the cities to support emergency food assistance efforts. Among these cities and the amount of McKinney Act funds expended:

Boston	$	494,643
Cleveland		459,921
Louisville		45,000
Miami		400,000
Minneapolis		400,000
Nashville		43,000
New Orleans		128,512
New York City		230,000

Norfolk	37,720
San Antonio	2,000
San Diego	12,000
Seattle	180,000
Trenton	9,500

- Thirty-eight percent (nine) of the cities used **Community Development Block Grant** funds to support local emergency food assistance efforts. Among these cities and the amount of CDBG funds expended:

Boston	$	113,000
Chicago		933,210
Cleveland		698,200
Hartford		15,200
Miami		200,000
Salt Lake City		41,000
San Diego		78,750
Trenton		28,000

- Four cities (17 percent) used **Community Services Block Grant** funds to support local emergency food assistance efforts. These cities and the amount of CSBG funds expended include:

Alexandria	$	40,754
Louisville		9,500
Minneapolis		55,000
Saint Paul		28,000

Minneapolis and Seattle reported using Temporary Emergency Food Assistance Program (TEFAP) funds from the U.S. Department of Agriculture. Boston and Phoenix use Administration on Aging funds. In Saint Paul state employees provide $200,000 to food assistance efforts through payroll deductions.

The Unmet Need

An average of 17 percent of the demand for emergency food assistance was estimated to have gone unmet in the survey cities. The unmet need ranges from 50 percent in Cleveland and San Diego, 30 percent in Detroit, 28 percent in Charleston and 25 percent in Nashville, Philadelphia and Trenton to 10 percent or less in Alexandria, Chicago, Louisville, Nashville, Norfolk and Phoenix. Boston and Saint Paul reported that none of the demand for emergency food assistance went unmet. Among the comments of those cities able to meet the demand:

- **Boston**: "Mayor Flynn has made the promise that no one in the City of Boston will go without a meal. It is getting more and more difficult to ensure this commitment as a number of sources must be coordinated, such as accessing Food Stamps, free meal programs and food pantry assistance."

- **Hartford**: "The demand has increased by 30 percent, but resources have increased by only 12 percent. Most requests are honored, but the quantities are lower."

- **Saint Paul**: "The assumption is that people who need food ask for it, and the resources are adequate."

Among the cities' comments on being unable to meet all of the demand for emergency food assistance:

- **Cleveland**: "Many Food Stamp recipients need assistance every month rather than every 60 days. Meal programs also must place limitations on days per month."

- **Denver**: "Food assistance is not the problem in our city at this time. Housing/shelter and day care, along with unemployment, are."

- **Louisville**: "There continues to be limitations, but in Louisville we have an excellent network of service providers who deal in emergency food assistance. We also have a program called Kentucky Harvest in which a growing corps of volunteers take leftover food donated by local restaurants, hotels, bakeries and caterers to the soup kitchens and shelters in the community. No one should go hungry in our city."

- **Minneapolis**: "It is not always possible to provide a full 30-day supply to a family."

- **Nashville**: "We have a number of families that come to us on a regular basis needing more than six boxes per year. We then must refer them to other services. In many cases, those individuals do not qualify for further assistance."

- **Salt Lake City**: "The biggest problems regarding the demand for emergency food assistance which goes unmet relate to geographical access and availability on weekends, holidays and during evenings."

- **Seattle**: "Throughout the State, four out of five low income families with children experience food shortages and half of all senior citizens do not have enough money to purchase the food they need."

In 79 percent of the cities, emergency food assistance facilities must turn away people in need because of lack of resources. Those cities are Alexandria, Charleston, Chicago, Cleveland, Detroit, Kansas City, Los Angeles, Louisville, Miami, Nashville, New Orleans, Portland, Providence, New York City, Norfolk, Philadelphia, Phoenix, Salt Lake City, San Diego, San Francisco, Seattle and Trenton.

In Boston, Denver, Hartford, Minneapolis, Saint Paul and San Antonio facilities do not have to turn people away because of lack of resources. In Hartford, people are not turned away, but agencies are "giving smaller quantities to more families because of increased demand." Minneapolis officials commented that "however, some families receive less than their full request (need.)" In Saint Paul "programs share resources when they get low." San Antonio officials report that "there exists an extensive network of food pantries that refer to each other if the need arises."

Among the comments of the city officials on emergency food assistance facilities having to turn away people in need because of lack of resources:

- **Alexandria**: "Periodically, emergency food providers deplete stocks and voucher programs must curtail services due to budget constraints. This does not appear to be a problem with congregate programs, though they are limited by seating capacity and the necessity for advanced preparation. In many instances, turn-aways result from restrictions on repeat use of a particular resource. However, a recurrent theme among the providers this year has been more rapid depletion of supplies."

- **Charleston**: "There is no food available to hungry people on weekends."

- **Chicago:** "Family maintenance users (i.e. families who previously used food boxes as supplements at least six times per year) are limited to one issuance per year unless real need is demonstrated. These repeat requestors are turned away in order to conserve the supply of food for families with true emergencies."

- **Cleveland**: "Some centers have to close temporarily when supplies run out. Others have reduced the amount allowed per client."

- **Los Angeles**: "Soup lines and missions only accept a limited number of those seeking meals."

- **Louisville**: "Private sector service is limited to a given number of visits. The Dare to Care foodbank, which provides approximately 90 percent of emergency service, limits service to five times annually."

- **New Orleans**: "Food can be obtained once every three months; repeaters are turned away."

- **Norfolk**: "Supply has not kept pace with demand. There has been a volunteer shortage in staffing food pantries and soup kitchens."

- **Philadelphia**: "Increasing demand has placed a greater strain on resources and has caused some community cupboards to run out of food before it can be replenished."

- **Phoenix**: "While there is generally no shortage of foodstuffs, the number of staff and volunteers has been a problem in serving all who need assistance."

- **Portland**: "Several agencies refer singles elsewhere because of lack of resources."

- **Providence**: "Due to the lack of resources, families may be referred to private charitable groups such as local churches."

- **Salt Lake City**: "Sometimes food supplies are limited and the number and frequency of visits are restricted. The problem is especially severe at the end of each month when food stamp allotments have been exhausted."

- **San Francisco**: "Increased demand and decreased assistance have meant that some people do get turned away."

- **Seattle**: "Hot meal programs lack the resources to serve the increasing number of people requesting meals. In addition, food banks, while attempting to serve all of those who request food, must limit the amount of food distributed to each individual or family, and set limits on the number of allowable visits each month."

- **Trenton**: "The facilities are not open long enough to take care of the needy."

CITY DATA ON HUNGER

					FOOD ASSISTANCE FACILITIES PROVIDE		
CITY	PERCENTAGE INCREASE IN DEMAND FOR EMERGENCY FOOD	PERCENTAGE INCREASE IN FAMILIES' DEMAND FOR EMERGENCY FOOD	PERCENTAGE OF FAMILIES AMONG THOSE REQUESTING FOOD	LEVEL OF RESOURCES	ADEQUATE QUANTITY OF FOOD	NUTRITIONALLY BALANCED FOOD	ARE PEOPLE BEING TURNED AWAY?
ALEXANDRIA	5-10	na	na	increased	yes	yes	yes
BOSTON	100	100	80	increased	no	yes	no
CHARLESTON	17	na	na	increased/ decreased	yes	yes	yes
CHICAGO	21	24	46	increased	yes	yes	yes
CLEVELAND	20	20	89	decreased	no	yes	yes
DENVER	0	na	28	decreased	yes	yes	no
DETROIT	20	38	70	decreased/ same	no	no	yes
HARTFORD	30	30	80	increased	no	yes	no
KANSAS CITY	15	5	85	increased	no	varies	yes
LOS ANGELES	8	10	75	increased/ decreased	no	yes	yes
LOUISVILLE	0	0	70	decreased	no	yes	yes
MIAMI	na	na	na	increased	no	no	yes
MINNEAPOLIS	8-10	6-7	66	decreased	yes	yes	no
NASHVILLE	11	10	45	decreased	no	yes	yes
NEW ORLEANS	19	na	80	decreased	yes	yes	yes
NEW YORK CITY	na	na	59	same	yes	yes	yes
NORFOLK	132	8	68	same	no	no	yes
PHILADELPHIA	70	90	70-75	increased	yes	yes	yes
PHOENIX	10	10	65	increased	yes	no	yes
PORTLAND	na	na	45	decreased	no	yes	yes
PROVIDENCE	40-70	40-70	60-70	increased	yes	yes	yes
SAINT PAUL	8	15	78	same	yes	yes	no
SALT LAKE CITY	20-25	25	65	increased	no	yes	yes
SAN ANTONIO	10	5	95	decreased	yes	yes	no
SAN DIEGO	10	10	75	increased	yes	yes	yes
SAN FRANCISCO	25+	na	na	increased/ decreased	yes	yes	yes
SEATTLE	na	na	60	decreased	no	no	yes
TRENTON	5	na	75	same	no	no	yes

na=not available

HOMELESSNESS

During the last year overall requests for emergency shelter increased in all but three of the survey cities. The average estimated rate of increase was 13 percent. Requests for shelter by homeless families alone are estimated to have increased by 17 percent, in all but five of the survey cities. In nearly three out of four of the survey cities shelters must turn away homeless families because of lack of resources. In three out of four of the cities shelters must turn away other homeless people because of lack of resources. The city officials estimate that 15 percent of the requests for shelter, both by all homeless people and by homeless families alone, went unmet. The number of emergency shelter beds for homeless people increased by an estimated average of four percent in the survey cities. Transitional housing units increased by an average of 70 percent in the survey cities. Officials in 63 percent of the survey cities report that state budget cuts have increased the number of homeless people. Officials in 48 percent of the survey cities have seen evidence that public sentiment toward homeless persons has become negative during the past year.

The Problem

The Demand For Emergency Shelter

Nearly nine out of 10 (89 percent) of the survey cities reported an increase in requests for emergency shelter during the last year. Hartford and San Francisco reported that the number of requests for shelter remained the same. Philadelphia said that requests had declined.

Across all of the survey cities, the average estimated increase in requests for shelter was 13 percent. The percentage of increased requests ranges from 40 percent in Miami, 26 percent in Chicago and Norfolk, 25 percent in San Antonio and 20 percent in Salt Lake City to 10 percent or less in Boston, Charleston, Cleveland, New York City, Phoenix, San Diego and Trenton. In Philadelphia requests declined by seven percent.

More than four out of five (82 percent) of the survey cities reported an increase in requests for shelter by homeless families. These requests are estimated to have increased by an average of 17 percent across the survey cities during the last year. In Cleveland, Hartford, Kansas City, Phoenix and Portland, the number remained the same. No city reported a decrease in requests for shelter by homeless families.

Increases in requests for shelter by homeless families ranged from 60 percent in Minneapolis, 35 percent in Chicago and San Francisco, 33 percent in Charleston and 30 percent in Salt Lake City to 10 percent or less in Alexandria, Detroit, Los Angeles, Norfolk, Philadelphia, San Antonio and Trenton.

The Length of Time People are Homeless

Sixty-five percent of the cities reported that the length of time people are homeless increased during the last year. Thirty percent reported that the length of time had remained the same; one city said the length of time had decreased. In the 10 cities able to estimate the average length of time of homelessness, people remained homeless for an average of six months. The duration of homelessness ranged from one year in Denver and New Orleans to less than four months in Norfolk, Philadelphia and San Antonio.

Among the explanations of those cities reporting an **increase in the duration of homelessness**:

- **Boston**: "Mentally ill individuals are staying in homeless shelters indefinitely because state mental health facilities have been closed due to budget cuts. Families who would normally be short-term shelter residents find rent subsidy programs are non-existent and consequently their stay in shelters is prolonged."

- **Charleston**: "Public sector housing costs have escalated since Hurricane Hugo and are not generally affordable. Subsidized housing is virtually non-existent at this time. There is a critical lack of affordable housing, which is being addressed by the Mayor's Council on Homelessness and Affordable Housing."

- **Cleveland**: "Single adults are homeless longer. Families are homeless about the same period of time."

- **Denver**: "Men continue to be homeless for years. Single women are also homeless for six-months-plus. It takes an average family four months to get housed."

- **Detroit**: "They (homeless people) are staying at shelters longer. Many have no public assistance. Housing placement has, therefore, become more difficult."

- **Louisville**: The length of time people in Louisville are homeless has increased in every category, as much as 10-15 percent for single adults, and now the shelter system can serve only one in four families. Families are required to stay longer and are in need of support services and a structured environment if they are going to have a chance at self-sufficiency."

- **New Orleans**: "In New Orleans, due to the lack of resources, the service delivery system has not been developed to the point where there is a continuum of housing options when moving from emergency shelter to transitional housing and finally to permanent housing. This gap in services hinders a homeless person from effectively using job opportunities and case management services."

- **San Antonio**: "The lack of available affordable safe housing has made it increasingly difficult to assist families in locating permanent housing."

- **Trenton**: "Many of the people who are homeless have neither support or resources to overcome this situation. As a result, they remain in this situation and generally gain other major problems in addition to not finding permanent housing as quickly as last year."

Among the comments from those cities where the **duration of homelessness remained the same**:

- **Chicago**: "Factors that tend to decrease the length of stay are accountability, substance abuse and mental illness. While clients may come to a shelter as the result of a financial or housing crisis, many find it difficult to follow the 'rules of the house.' Others, who are not ready to tackle their alcohol or drug dependencies find the shelter living arrangement intolerable. Factors that tend to increase the length of stay include the lack of affordable housing and increases in rent."

- **Phoenix**: "It will vary from one cohort to another. Families, for instance, experience a much shorter period of homelessness on average than a mentally ill person or a substance abuser. Some of the latter group have been on the streets for several years."

The Population

Across the survey cities, it is estimated that single men comprise one-half of the homeless population, families with children comprise 35 percent, single women comprise 12 percent and unaccompanied youth account for three percent of the homeless population. City officials estimate that 48 percent of the homeless population is African-American, 34 percent is white, 15 percent is Hispanic, three percent is Native American and less than one percent is Asian.

It is estimated that persons considered mentally ill account for 29 percent of the homeless population in the survey cities; substance abusers account for 40 percent. In the survey cities 18 percent of homeless people are employed in full- or part-time jobs and 23 percent are veterans. Seven percent of the homeless people in the survey cities are persons with AIDS or HIV-related illness.

- Cities in which **single men** comprise 60 percent or more of the homeless population include Boston, Charleston, Denver, Hartford, Nashville, Phoenix, Portland, Saint Paul, Salt Lake City, San Diego and San Francisco. They account for 34 percent of the homeless population in Philadelphia, 31 percent in San Antonio, 27 percent in New York City, 16 percent in Trenton and 11 percent in Kansas City.

- **Families with children** account for 40 percent or more of the homeless population in Chicago, Kansas City, Louisville, Miami, Minneapolis, New York City, Philadelphia, San Antonio and Trenton. They comprise one-fifth or less of the homeless population in Boston, Hartford, Nashville, Portland, Saint Paul and San Francisco.

  Among homeless families in the survey cities, an average of 60 percent of the family members are children. Children account for 65 percent or more of the homeless family members in Charleston, Chicago, Hartford, Kansas City, New Orleans, Providence, Saint Paul, Salt Lake City, San Antonio and Trenton.

  Since homeless families comprise 35 percent of the homeless population in the survey cities, and 60 percent of family members are children, one can estimate that children who are members of homeless families comprise 21 percent of the homeless population in the survey cities. Since an additional three percent of the homeless population in the survey cities are unaccompanied youth, it can be estimated that **children** account for 24 percent of the homeless population.

  Also among homeless families, 72 percent are headed by a single parent. Eighty percent or more of the homeless families are headed by a single parent in Alexandria, Boston, chicago, Cleveland, Hartford, Kansas City Los Angles, Minneapolis, New Orleans, Philadelphia and Trenton.

- **Single women** comprise 15 percent or more of the homeless population in Denver, Detroit, Hartford, Kansas City, Philadelphia and Portland.

- **Unaccompanied youth** account for five percent or more of the homeless population in Detroit, Los Angeles, Louisville, New Orleans, Portland, San Antonio and San Diego.

- Cities in which **African-Americans** comprise two-thirds or more or the homeless population include Alexandria, Chicago, Cleveland, Detroit, Miami, New York City and Philadelphia.

- **Whites** account for 40 percent or more of the homeless population in Denver, Kansas City, Louisville, Nashville, Phoenix, Saint Paul and Salt Lake City.

- **Hispanics** comprise one-fifth or more of the homeless population in Hartford, Kansas City, Miami, New York City, Phoenix and San Francisco.

- Eighteen percent of the homeless population in Phoenix is **Native American.** Native Americans comprise 12 percent of the homeless population in Nashville and eight percent in Denver, Salt Lake City and Seattle.

- **Asians** account for 1.5 percent of the homeless population in San Francisco and one percent in Los Angeles, Minneapolis, Phoenix, Salt Lake City and Seattle.

- Cities in which **mentally ill** persons comprise 35 percent or more of the homeless population include Boston, Cleveland, Louisville, Phoenix, Salt Lake City and San Antonio. They make up less than 20 percent of the homeless population in Alexandria, Norfolk, Saint Paul and Seattle.

- **Substance abusers** comprise one-half or more of the homeless population in Alexandria, Nashville, New Orleans, Philadelphia, San Diego and Trenton. They account for one-fourth or less of the homeless population in Los Angeles, Portland, San Antonio and Seattle.

- Cities reporting that 20 percent or more of the homeless population are persons with **AIDS or HIV-related illness** are Boston, Denver, Los Angeles and Miami. It should be noted that only 11 cities were able to estimate the percentage of homeless persons with AIDS or HIV-related illness.

- One-fourth or more of the homeless people were **employed** in full or part-time jobs in Alexandria, Charleston, Minneapolis, Nashville, New Orleans and Phoenix. Less than 10 percent of the homeless people were employed in Chicago, Philadelphia, Saint Paul, San Francisco and Trenton.

- One-third or more of the homeless people were **veterans** in Boston, Louisville, Nashville, Phoenix, Salt Lake City and San Diego. Veterans account for 10 percent or less of the homeless population in Alexandria, Cleveland, Philadelphia and Trenton.

The Conditions Faced by Homeless Families and Individuals

The city officials were asked to describe the conditions faced by an actual homeless family or individual in their city. Below are brief case studies of homeless families:

- **Alexandria**: "Ms. A., a 40-year-old woman, and four children (two-year-old twins, a three-year-old, and a 15-year-old) were admitted to a shelter after being evicted due to non-payment of rent. The household's income consisted of public assistance (Aid to Dependent Children and Supplemental Security Income). One child had cerebral palsy and another was deaf. Although a college graduate, Ms. A.'s work history was sporadic. Substance abuse and financial mismanagement were also problems. Due to the high cost of housing in the area and the household's depletion of existing resources, the extended family, outside of the area, took in the A. household."

o **Boston**: "A single, working mother (grossing $268 weekly) with a six-year-old son was forced to leave an unpleasant and potentially unsafe live-in situation. She moved in with a girl friend and the girl friend's teenage children. This lasted only a few weeks. It became impossible for her to remain because the teenagers verbally and physically assaulted her child on a daily basis while the adults were at work."

o **Chicago**: "Mrs. CS is a 34-year old black single parent with three school age children, ages eight, nine and 11. Mrs. CS had been a victim of domestic violence. The client and her children were receiving $414 in AFDC at the time of intervention. Mrs. CS' male abuser continued periodically to harass and physically beat her, despite some efforts on her part to take legal action against him. Mrs. CS became indebted to her landlord when the family's rent was raised from $325 to $385 per month. Mrs. CS was evicted and sought shelter due to the eviction and for safety reasons to avoid Mr. V., her abuser.

"Mrs. CS obtained shelter at a transitional facility, and was approached by Department of Human Services case management staff to assist her with her difficulties. Mrs. CS appeared to have no psychological or medical problems. She exhibited good parenting skills, showing appropriate levels of nurturing and discipline toward her children. Mrs. CS was motivated to take actions which would primarily provide for the concrete needs of her children and herself and, secondarily, to provide for future goals toward a better lifestyle for her family. Mrs. CS and the worker worked on the following issues successfully: transfer of AFDC benefits to her new location; adjustment to transitional shelter environment; counseling regarding her past domestic violence environment; acquisition of second stage housing; and employment.

"Mrs. CS was transferred to a second stage apartment one month after initial placement at the transitional shelter. Shortly thereafter she was able to apply at the second stage for employment and became a house counselor, assisting other residents. Mrs. CS is currently working on personal development issues, saving a good percentage of her salary, and will be looking for a market apartment soon. Mrs. CS will be able to maintain her employment after relocating from the second stage environment."

- **Cleveland**: "A young couple recently came to a Cleveland shelter from a nearby small industrial city that has been severely affected by the recession. Their mixed-race marriage has resulted in estrangement from both of their families. Both had been laid-off from jobs and had exhausted all benefits. They were living on General Assistance payments and could not afford to remain in their previous housing. The husband has a police record.

  "While in the shelter, they began participating in programs operated by the sponsoring agency. They also undertook the cleaning and repair of a housing unit which the agency had obtained from the inventory of HUD-held properties. They are now living in the unit as part of a transitional housing program. The husband is working full-time, the wife has part-time work. They also frequently volunteer to assist the agency in operating its meals and homeless services programs."

- **Kansas City**: "The client is a 28-year-old, single black female with four children. She had rented a house, but was evicted due to problems created by her drug addiction. She stated that she was drug-free when she entered our program. Her goals in case management were to secure permanent housing and return to college. She applied for public housing and moved in within approximately two months after beginning case management. Our agency assisted her with an unusually large utility bill ($754) that was keeping her from getting service turned on. Although reluctant to move into public housing with drugs being so prevalent, she really had no where else to go. She was referred to Women's Employment Network where she completed the Job Readiness Program and, with their assistance, established a career plan for herself. She is presently working on an associate degree at a junior college with the ultimate goal of achieving a bachelor's degree in social work. The case was closed successfully because the client was stable in housing and doing well in school."

- **Louisville**: "This two-parent family with three children transferred and came to Louisville from South Carolina on the promise of employment -- a pastorate for Rev. H. Shortly after their arrival, the church split over an internal conflict and the position evaporated. The couple had been stable; he had been a minister for three years and she had worked part-time.

  "The family stayed in a hotel in Louisville and pawned their wedding rings to afford the stay. When their resources were completely depleted they moved into the Volunteers of America Family Emergency Shelter. After a month in the shelter the family was accepted for transitional housing, also in a VOA facility.

  "Rev. H. entered the JTPA-funded employment program, G.R.E.A.T., and secured employment in a manufacturing firm while living in the shelter. Once in transitional housing, he became a supervisor in a maintenance firm. Toward the end of his stay in transitional housing he hired several of the other residents as a way of saying thank you for the assistance he had received. In a rare stroke of luck, the family secured a house built by Habitat for Humanity where they live today."

- **Nashville**: "A single mother, African-American, 32 years of age and her seven-month-old daughter are both HIV+. A native Nashvillian, the mother completed the ninth grade, has a history of chronic unemployment (has only worked unskilled jobs), has been homeless repeatedly since she was 15 years old, and is an IV drug user, a family violence survivor and a rape victim."

- **New Orleans**: "A woman 20 years old is currently in the crisis shelter at Covenant House, which is a facility for homeless and runaway youth. She is hearing impaired, unmarried, seven and a half months pregnant and has a one-year-old son. The father of both children is not presently staying at the shelter, but has kept in contact with her. He is also hearing impaired, but can lip read, as well as read and write. She cannot read or write. She is currently being assisted in training and independent living. She does not have the skills needed to live on her own, such as cooking, caring for the children, or generally managing a household. Covenant House is in the process of placing her in an independent living arrangement with a roommate who will assist her. She has received some job training through vocational rehabilitation and will pursue this further after finding and becoming settled in an apartment. Local health care providers are working with the baby to teach him speech and basic skills."

- **New York City**: "The average homeless family is headed by a single minority female in her late 20's with two children on public assistance. She is likely to have had her first child before the age of 20. She probably comes from a doubled-up living arrangement with family or friends, and may well never have had her own apartment."

- **Norfolk**: "A single man and his three pre-school children were homeless after his estranged wife became a substance abuser and used the family income for that purpose. During the family's stay in the shelter, the man was enrolled in the local builder's association apprentice program where he learned a building trade. The association assisted the man with an employment search and he secured permanent employment. The family subsequently obtained an apartment and the shelter provided furniture and household goods. The man has returned to the shelter on several occasions to express his appreciation for the help received by his family."

- **Philadelphia**: "The typical family head is a single, black woman with two children. She lived in public housing and was eventually evicted. Substance abuse is typically a contributing factor. She had little or no resources. The client wants to obtain a permanent housing unit and to receive assistance in maintaining sobriety and/or abstinence from drugs. She complied with eligibility requirements and stayed in a shelter six months. The client successfully completed a clean and sober program and ultimately re-acquired public housing. The children received appropriate medical services."

- **Phoenix**: "A young woman, pregnant and with an 18-month-old child, was evicted from her apartment for inability to pay $500 in rental arrears. Within a few days, a local agency assisted the young woman in finding cheaper (although inadequate unless, the expected child turns out to be the same sex as the 18-month-old) housing and maintain entitlements."

- **Portland**: "A two-parent family with a four-year-old daughter entered the self-sufficiency program in May, 1990. They presented as a family that had just relocated to this state and ran out of resources. She had a job as a waitress, but quit when the husband found work. He obtained work in a machine shop, but hurt his knee badly a week later. He has been unable to work since. Surgery was done and he is currently on disability and going to school. He is due to be released for work in one month.

  "As the case manager and alcohol and drug abuse counselor worked with the family, it became evident that substance abuse was a major issue in their homelessness. As the denial process was broken, through her involvement in the Portland Impact Clean & Sober 12-step group and women's self-esteem groups, she made the decision that she was an alcoholic and could not drink. She is now employed and has a strong sobriety. The family is in their own apartment and self sufficient.

  "An intervention was made on him during the time he was in the hospital, and he was able to stay sober for several months. Since then, he has been unable to maintain a consistent sobriety, but is doing well in school and still attending 12-step meetings."

- **Saint Paul**: "Mary watched her neighborhood in Chicago go downhill steadily. Gunfire was no longer out of the ordinary. One day her son, age eight, was approached and asked to sell drugs. At that moment she decided to move some place safe. She called her brother in Saint Paul and arranged for a short-term stay. She quit her job and moved. Upon arrival she signed up for welfare and began looking for work. She is still looking."

- **San Francisco**: "A single mother with three children (aged three to eight years old) came to San Francisco in mid-1990. At that time she was in a relationship. Soon after arriving in San Francisco, however, her mate became physically and emotionally abusive to her. Not wanting to remain in that situation, the mother ended the relationship. But upon ending the relationship, the mother found herself and her children homeless. Desperate to secure any form of stable housing for her children, the mother entered into an abusive relationship with another man. As her living situation became more unbearable and her housing threatened, she sought assistance from community agencies and the Department of Social Services. Through DSS, she was given a homeless program social worker. With the efforts of the social worker, the mother was able to secure a three-bedroom apartment for $200 per month."

- **Seattle**: "A family of two parents and two young children recently moved to Seattle from another state. They had been on AFDC in their previous location and came to Seattle looking for work. When they got here they found that it was more difficult to find work and secure low cost housing than expected. After using up all of their savings on the trip and hotel costs, they sought emergency shelter through a local non-profit agency. The agency provided them with emergency housing for three weeks, assistance with emergency food and other supplies, and information and referrals for public assistance, employment, subsidized housing, health care, day care, and other community resources. However, their shelter stay did not end there. The family had to move to another shelter program for additional assistance before they were placed in permanent housing managed by the Seattle Housing Authority through the federal homeless preference program."

- **Trenton**: "A young mother with four children is living in substandard conditions. The house is condemned; emergency shelter is provided. Her mother had lived with her. She is now is totally alone with no idea of budget, cooking, managing on her own, etc."

While not providing a case study of a typical homeless family, **San Antonio** officials commented: "There is not a typical profile of a homeless individual or family. However, a more common situation among families is the loss of wages by one or both wage earners in families with children. The public is only beginning to realize that the new homeless are not just low income people and that economic conditions are having an increased effect on middle income families."

Below are brief case studies of homeless adults:

- **Charleston**: "John is a 26-year-old male who grew up in foster care. He works in construction and has a difficult time maintaining full employment. John has learned to look for jobs in other cities when the jobs 'dry up.' He has come here seeking employment, with a history of many manual labor jobs in several cities which lasted for short periods of time. John cannot afford private sector housing, even when he is working full time, and he does not qualify for public housing."

- **Los Angeles**: "K. was a file clerk for an L.A. law firm. He got laid off during the recent cutbacks in the legal profession. He is African-American, speaks with and accent, and has been unable to get a new job."

o **Portland**: "Tara is an 18-year-old pregnant woman. She has a past history of sexual and physical abuse and prostitution. she has also had some gang subculture involvement. She has had no family support, and minimal support from friends. She accessed Safe Place through a protective emergency shelter for women who are escaping violence or the threat of violence.

"She was able to be placed in a safe environment, stabilize her situation, secure necessary resources and locate long-term transitional housing for pregnant women. This program offers support services, such as placement in a public school program. She is continuing her involvement in Boys and Girls Aid Society's Young Parents Program as a member of a support group.

"Tara has made many positive changes in her life during the time she has been involved with YPP. she has followed through with all plans made with her to improve her life. She has made goals for herself and taken the required beginning steps to reach them. She hopes to complete her high school education, and is presently attending a high school completion program for teen parents. She is considering placing herself in community college to continue to improve her future ability to obtain employment. She uses the teen parenting support groups and individual case management to reach a greater understanding of her own needs and her responsibilities as a parent. She is a young woman committed to surviving her difficult past and building a future for herself and her coming child. This future will be better for her and her baby, she believes, because she is working to make it so."

The Causes of Homelessness

A number of diverse and complex factors have contributed to the problems of homelessness in the survey cities. Many of those causes are interrelated. Listed in order of frequency, the following causes were identified by the cities in response to an open-ended question: the lack of affordable housing, unemployment and other employment-related problems, substance abuse and the lack of needed substance abuse services, mental illness and the lack of needed mental health services, poverty and the lack of income, inadequate public assistance benefit levels, family problems, economic conditions and the recession, and deinstitutionalization.

The Lack of Affordable Housing -- All but two of the survey cities -- Cleveland and Detroit -- identified the lack of affordable housing as one of the main causes of homelessness. Alexandria, Chicago, Norfolk and Providence specifically identified evictions.

Unemployment and Other Employment-related Problems -- All but four of the survey cities -- Los Angeles, Philadelphia, Seattle and Trenton -- identified unemployment and other employment-related problems, such as low wages and lack of skills, as a main cause of homelessness.

Substance Abuse and the Lack of Needed Substance Abuse Services -- Fifty-seven percent of the survey cities identified substance abuse and the lack of needed services as a main cause of homelessness. Those cities are Alexandria, Cleveland, Denver, Hartford, Kansas City, Los Angeles, Louisville, Miami, Minneapolis, Nashville, New York City, Philadelphia, Salt Lake City, San Diego, Seattle and Trenton.

Mental Illness and the Lack of Needed Mental Health Services -- Fifty-four percent of the survey cities identified mental illness and the lack of needed services as a main cause of homelessness. Those cities are Cleveland, Denver, Hartford, Kansas City, Los Angeles, Louisville, Miami, Minneapolis, New Orleans, Philadelphia, Portland, Salt Lake City, San Diego, Seattle and Trenton. Six cities specifically identified deinstitutionalization policies as a cause of homelessness: Alexandria, Chicago, Hartford, Norfolk, Philadelphia and Phoenix.

Poverty or the Lack of Income -- Ten cities identified poverty or the lack of income as a main cause of homelessness: Alexandria, Cleveland, Chicago, Kansas City, Los Angles, Louisville, Minneapolis, New Orleans, New York City and Saint Paul. Related to this, 10 cities also identified **inadequate public assistance benefits**: Chicago, Denver, Detroit, Hartford, Miami, New York City, Philadelphia, Salt Lake City, Saint Paul and San Francisco.

Family Problems -- Alexandria, Chicago, Miami, Minneapolis, Norfolk and Seattle cited family crises as a main cause of homelessness. The decline in family structure, or the lack of a support system, was identified by Kansas City, Miami, New Orleans and Salt Lake City.

The Economy/Recession -- Six cities -- Alexandria, Chicago, Detroit, New Orleans, Philadelphia and San Antonio -- identified current economic conditions, or the recession, as a main cause of homelessness.

Other causes of homelessness identified by the cities were:

- **Illness or the lack of affordable health care**, by Miami, Nashville, Salt Lake City and San Francisco;
- **Federal and/or state budget cuts**, by Boston, Chicago and New York City;
- **AIDS**, by Boston, Kansas City and New York City; and
- **Lack of education or skills**, by Charleston and Miami.

Services for Homeless People

Emergency Shelter Beds

Across the survey cities, the number of emergency shelter beds for homeless people is estimated to have increased by an average of four percent during the last year. The number of shelter beds increased in 14 cities: Boston, Charleston, Cleveland, Detroit, Kansas City, Los Angeles, Louisville, Miami, Minneapolis, New York city, Providence, Salt Lake City, San Diego and Seattle. The number remained the same in 10 cities: Alexandria, Chicago, Hartford, New Orleans, Norfolk, Phoenix, Portland, Saint Paul, San Antonio and Trenton. The number of emergency shelter beds decreased in Denver, Nashville, Philadelphia and San Francisco.

The rate of increase in emergency shelter beds ranged from 30 percent in San Diego, 20 percent in Detroit and Kansas City and 15 percent in Los Angeles to two percent or less in Minneapolis and Boston. The number of shelter beds decreased by 25 percent in Denver, five percent in Philadelphia, 4.8 percent in San Francisco and 4.7 percent in Nashville.

The overall number of emergency shelter beds specifically for homeless families is estimated to have increased by three percent across the survey cities during the last year. The number of such beds increased in 12 cities: Boston, Charleston, Cleveland, Detroit, Kansas City, Los Angeles, New York City, Phoenix, Saint Paul, Salt Lake City, San Diego and San Francisco. Increases in the number of shelter beds for homeless families ranged from 29 percent in New York City, 27 percent in Charleston and 24 percent in Saint Paul and San Francisco to less than 10 percent in Boston, Phoenix and San Diego. The number remained the same in 13 cities: Alexandria, Chicago, Hartford, Louisville, Miami, Minneapolis, New Orleans, Norfolk, Portland, Providence, San Antonio, Seattle and Trenton. It declined by one-fourth in Denver, 17 percent in Nashville and 27 percent in Philadelphia.

Transitional Housing Units

The number of transitional housing units is estimated to have increased by an average of 70 percent during the last year across the survey cities. Nineteen cities experienced an increase: Alexandria, Boston, Charleston, Cleveland, Detroit, Hartford, Kansas City, Louisville, Miami, Nashville, New Orleans, New York City, Norfolk, Philadelphia, Phoenix, Providence, Salt Lake City, San Francisco, Seattle and Trenton. Led by significant increases in a few cities, the rates of increase ranged from 700 percent in New Orleans, 452 percent in San Francisco, 100 percent in Philadelphia and 74 percent in Kansas City to 20 percent or less in Charleston, Cleveland, Detroit, Hartford, Miami and Phoenix.

CITY	SHELTER BEDS	FAMILY SHELTER BEDS	TRANSITIONAL UNITS	FAMILY TRANS. UNITS
Alexandria	223	134	21	21
Boston	3,661	636	1,017	298
Charleston	390	110	22	0
Chicago	4,354	2,082	623	623
Cleveland	391*	256	100	24
Denver	1,005	270	180	na
Detroit	1,200-1,300	500	400	na
Hartford	325	86	221	20
Kansas City	842	489	143	130
Los Angeles	8,000	3,000	na	na
Louisville	615	45	396	76
Miami	1,189**	333**	na	48
Minneapolis	998	130	6	0
Nashville	1,009	243	133	81
New Orleans	787	188	48	34
New York City	12,688	4,446	3,389	3,389
Norfolk	247	73	0	0
Philadelphia	2,819	1,300	933	363
Phoenix	900	380	70	na
Portland	556	80	58	53
Saint Paul	312	134	86	46
Salt Lake City	450	100	40	40
San Antonio	850	na	na	na
San Diego	1,435	408	na	na
San Francisco	1,777	306	171	100
Seattle	2,341	884	540	251
Trenton	182	91	16	16

na=not available
*565 shelter beds in winter
**County-wide

The number of transitional housing units remained the same during the last year in eight cities: Chicago, Denver, Los Angles, Minneapolis, Norfolk, Portland, Saint Paul and San Antonio. No city reported a decrease in transitional housing units.

Also led by a few of the survey cities, the number of transitional housing units specifically for homeless families increased by an average of 51 percent during the last year. Seventeen cities reported an increase: Alexandria, Boston, Cleveland, Hartford, Kansas City, Los Angeles, Louisville, Nashville, New Orleans, New York City, Philadelphia, Phoenix, Providence, Salt Lake City, San Francisco, Seattle and Trenton. Increases ranged from 467 percent in New Orleans, 163 percent in Philadelphia and 100 percent in Cleveland and San Francisco to 24 percent or less in Alexandria, Los Angeles, Louisville, New York City and Phoenix.

The number of transitional units specifically for homeless families remained the same during the last year in nine cities: Charleston, Chicago, Denver, Miami, Minneapolis, Norfolk, Portland, Saint Paul and San Antonio. No cities reported a decrease in transitional housing units for homeless families.

Across the survey cities the number of single room occupancy (SRO) units decreased by an average of one percent during the last year. Six cities reported an increase: Los Angeles, Miami, Minneapolis, Providence, Saint Paul and Salt Lake City. The number remained the same in 13 cities: Alexandria, Charleston, Denver, Louisville, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Portland, San Antonio, San Francisco and Trenton. The number of SRO units decreased in Boston, Chicago and Detroit.

Family Breakup -- A Requisite for Shelter

In 59 percent of the survey cities homeless families may have to break up in order to be accommodated in emergency shelters; 11 cities reported that families do not have to break up. The cities in which families may have to break up to be sheltered are Boston, Chicago, Cleveland, Kansas City, Louisville, Miami, Nashville, New Orleans, Norfolk, Phoenix, Providence, Saint Paul, San Antonio, San Diego, Seattle and Trenton. Among the city officials' explanations for **families not being able to be sheltered together**:

- **Boston**: "Occasionally. Two parent families and those with older male children may have to break up. Most family shelters do not allow males over the age of 12 years."

- **Chicago**: "Some shelters with the capacity to provide families with separate and private accommodations can keep the family together. However, some shelters have dormitory-type facilities and male and female family members must be kept in separate accommodations, sometimes in separate shelters. In addition, some shelters feel it is inappropriate for some male children (e.g. over 14) in the same accommodation as the rest of the family."

- **Cleveland**: "There are a limited number of units for intact families. If these are not available, males over the age of 12 are housed separately."

- **Kansas City**: "At times, if marriage cannot be proven, some shelters require that the man be housed at a different facility than the woman and children."

- **Los Angeles**: "Some do not accept couples."

- **Louisville**: "Two out of the three crisis family shelters in Louisville break up the family."

- **Nashville**: "Homeless families staying at the two largest emergency family shelters must separate (women and most children in one building or portion of the shelter, men and adolescent males in another)."

- **New Orleans**: "Many agencies attempt to place intact families in hotels or motels for short periods because they are not able to house them in their own facilities."

- **Norfolk**: "Both. Some shelters keep the family together as a unit. Others allow family members of the same sex to stay together. If there is a mother and son and the son is over a certain age (seven in some cases, 12 in others), he is not allowed to share a room with his mother but must stay in an all-male ward in the same facility."

- **Phoenix**: "Some shelters that handle all types of homeless may have to break up a family if the family shelter is full."

- **San Antonio**: "There is not a sufficient number of family unit rooms in shelters. It becomes necessary to accommodate families in dormitory style housing."

- **San Diego**: "Some shelters serve specific categories of homeless persons, so it is possible that some families may break up to receive services."

- **Saint Paul**: "Yes. On rare occasions when all hotels and the family shelters are full."

- **Seattle**: "Yes. Although 445 (72 percent) of the emergency shelter beds in the city for families will provide services to two-parent families."

- **Trenton**: "Shelters are mainly for women and children or single males. Therefore, a husband and wife with children must be placed in motels."

Among the comments of cities where **families are not required to break up to be sheltered**:

- **Alexandria**: "As a rule shelters do not separate families or require any break-up of the family unit. However, due to the number of available beds and configurations of the shelters, some, particularly large families, may not be sheltered together within the same room. This occurrence, however, is rare."

- **Charleston**: "To date, Crisis Ministry's Family Center has met community needs. It was able to expand from 45 to 80 beds with ESGP and community funding (including city support) this year in June."

- **Denver**: "Couples with no children have to split up. Families do not."

- **Hartford**: "Shelters attempt to keep families intact."

- **Philadelphia**: "Single parent families are never separated. Two-parent families may be separated with the man sent to a separate shelter to receive specialized services or because family shelter cannot accommodate male heads of household."

- **Salt Lake City**: "Families with children stay together. If they do not have children with them they sleep separately at the men's and women's shelters."

Limitations on the Use of Shelter Facilities/ Alternatives During the Day

Sixteen (57 percent) of the survey cities reported that homeless families may have to leave shelters in which they are staying during the day. Twelve (43 percent) say they did not. Those cities in which families may have to leave shelters during the day are Alexandria, Cleveland, Denver, Detroit, Kansas City, Los Angeles, Miami, Nashville, Norfolk, Philadelphia, Phoenix, Portland, Providence, San Diego, Seattle and Trenton. Among the cities' comments on the necessity of leaving shelters and where homeless people go during the day:

- **Alexandria**: "Homeless families are encouraged to be out of the shelter during the day in order to participate in services and activities designed to promote self-sufficiency and relocation to permanent housing (employment, job search, job training, education, housing search, income maintenance, etc.). Child care services are offered to facilitate these activities. Homeless families who have a pressing reason to remain in the shelter (illness, infant care, etc.) are afforded the opportunity to do so."

- **Cleveland:** "All shelters close for part of each day. Adults go to seek apartments, jobs, etc. or participate in substance abuse sessions. Children go to school. A day care center for shelter residents can accommodate younger children. The Downtown Service Center provides a variety of daytime services."

- **Denver**: "Shelters do not have enough resources to operate all day. Women and families go to a daytime shelter."

- **Hartford**: "It varies. Many require that they leave. Some will let them stay, especially families."

- **Kansas City**: "Some shelters do not have adequate staffing to monitor shelter occupants during the day and residents, therefore, have to leave. Adults, in particular those who are working with case managers, may look for work, go for medical appointments, sign up for public assistance, etc. The City's Homeless Project provides day care services for families in several shelters. In these cases the children are being cared for while the parent(s) work to resolve their homelessness."

- **Los Angeles**: "For the most part, yes. Often they just wander around."

- **Nashville:** "Most of Nashville's emergency family shelters are closed to families during the day. In every case, this is due to lack of resources to operate the shelter during those hours (i.e. lack of personnel, volunteers, and/or financial resources.) When funds are available through FEMA, motel emergency lodging is made available to families and individuals with problems preventing their stay in local shelters. These facilities are available during the day."

- **New York City**: "All persons on the public assistance budget are housed together in the shelter system. This includes not only families with children, but families consisting of single pregnant women with no accompanying children, married couples with no accompanying children, and households consisting entirely of adult relatives."

- **Norfolk**: "Both. Some shelters require persons to leave during the day. When shelters require persons to leave, some frequent libraries, malls or bus stations while it is unknown where others go. In some of the homeless family shelters, adults must seek or maintain employment.

- **Philadelphia**: "Children are required to attend school; parents are required to go to work, seek employment, or participate in appropriate supportive services."

- **San Diego**: "Some shelter facilities offer 24-hour services, while other facilities are closed during the day. The City recently (September 1991) opened a Day Center to accommodate persons not able to stay at shelters during the day or who were without shelters."

- **Seattle**: "Fewer and fewer shelters providing services to families require that families leave the shelter during the day if the children are sick or if the family has counseling or health appointments at the shelter, often provided by Health Care for the Homeless staff. However, not all agencies have sufficient resources to hire staff to provide services to families over a 24-hour period."

- **Trenton**: "During the day the families must go out to seek permanent housing. Some go to the Crisis Ministry Step Program.

Chicago officials explained that while homeless families do not have to leave the shelter in which they are staying during the day, "heads of household are encouraged to look for jobs or permanent residence, to apply for entitlement or job training programs during the day, and/or to obtain various supportive services." In **Saint Paul** "shelter guests need only leave while working on their personal affairs such as checking on welfare eligibility or seeking an apartment."

The Unmet Need for Emergency Shelter

On average, 15 percent of the requests by homeless people for emergency shelter are estimated to have gone unmet across the survey cities. Estimates of unmet requests range from 25 percent or more in Alexandria, Denver, Detroit, San Diego and Trenton to 10 percent or less in Kansas City, Minneapolis, New Orleans, Norfolk and San Francisco. Five cities -- Boston, Chicago, Hartford, New York City and Philadelphia -- said that no requests for emergency shelter went unmet during the last year.

Commenting on requests which go unserved, Detroit officials reported that "the city is currently operating four warming centers for those who cannot get into shelters. In four months of operation in 1990, 1,400 persons were served. In five weeks of operating in 1991, 7,000 were served."

For homeless families specifically, it is estimated that an average of 15 percent of the requests for emergency shelter also went unmet across the survey cities. Twenty-four percent or more of the requests for shelter by homeless families went unmet in Alexandria, Denver, Nashville, Portland, San Diego and Seattle. Ten percent or less of the shelter requests by homeless families went unmet in Minneapolis, Norfolk, Saint Paul and San Francisco. Five cities -- Boston, Chicago, Hartford, New York City and Philadelphia -- said that no requests for emergency shelter by homeless families went unmet during the last year.

People Turned Away from Shelters

In more than three out of four (78 percent) of the survey cities emergency shelters must turn away homeless families because of lack of resources. The cities in which shelters do not have to turn away homeless families are Boston, Hartford, Kansas City, Minneapolis, New York City and Philadelphia. Among the city officials' comments on **turning away homeless families because of lack of resources**:

- **Alexandria**: "Of the 134 known families requesting shelter at the Alexandria Community Shelter, only 80 of those families (60 percent) could be accommodated at the time of their request due to a lack of available space. Some of these families found available space at another shelter.

  "When beds and other resources are not available, homeless families and/or individuals may be housed in a motel or YMCA for short periods of time (generally five to seven days) with discretionary funds or charitable contributions. Human service executives in the Northern Virginia region have also developed a regional coordination policy in which a jurisdiction may place a family or individual in a shelter within another jurisdiction when the intent is to bring the family or individual back to the original jurisdiction when a bed or beds become available."

- **Boston**: "The Massachusetts Department of Public Welfare provides shelter for homeless families. If the shelters are full, families can be housed in hotels or motels. If all else fails, families can be temporarily housed at Long Island Shelter (a city-financed shelter) until space in a family shelter is available."

- **Chicago**: "Some homeless people request assistance at an inappropriate shelter and are referred to another facility. Some shelters serve men only, some women and children only, etc. Some shelters have little or no capacity to serve substance abusers or the mentally ill, but all of the shelters refer homeless people to an appropriate facility when necessary. The term 'turnaway' incorrectly suggests that the homeless who are referred have been left un-helped and abandoned. Daily shelter clearinghouse reports show that every day there are at least some unused beds in the city. In addition, there are a significant number of homeless people who don't want to stay in a shelter. Nonetheless, we continue to direct substantial outreach efforts toward them."

- **Cleveland**: "Regular emergency shelters routinely turn away families because of lack of space. An overflow shelter in a church basement assures that no families are without shelter."

- **Denver**: "Families are given hotel vouchers for four days. They sleep in vacant buildings and cars."

- **Kansas City**: "When needed, some shelters go into 'overflow' status and additional sleeping arrangements are made available to accommodate needs. The situation is only temporary, however, since such overflow conditions often create management problems."

- **Louisville**: "Many of the families go back to couches of relatives and friends in an overcrowded housing situation."

- **Miami**: "Families sleep in their cars and in public parks, and on vacant and abandoned private property."

- **Minneapolis**: "They are generally given a voucher for a local motel."

- **Nashville**: "There is a lack of space and/or bed capacity. Very few are placed temporarily in motels. Most go without shelter. They stay on the streets or in parks, libraries, the Service Center for the Homeless or their cars."

- **New Orleans**: "Most of the emergency shelters which provide shelters for families are full at all times, especially those which provide free shelter. Those families which are turned away may be able to secure one night's lodging at a motel or hotel if funds can be found. The free emergency shelters usually have a waiting list. Vouchers can be obtained to cover the cost of those shelters which charge a fee."

- **New York City**: "New York City policy is to provide shelter to all persons who request it. Homeless families that cannot be accommodated in shelters are provided temporary housing in commercial hotels."

- **Norfolk**: "Some persons turned away may be accommodated by another shelter provider. Some will continue to live in cars or on the streets while others may be housed for a night in a motel by an agency."

- **Phoenix**: "Families may need to inquire at a variety of agencies before finding a satisfactory resolution."

- **Portland**: "Families unsheltered double up with friends or relatives, sleep outside or go to another city or jurisdiction."

- **Providence**: "Shelter providers work cooperatively when lack of space is an issue. The State provides motel vouchers when shelter is not available."

- **Salt Lake City**: "The demand for emergency shelter has increased so much during the last year that shelters have had to turn people away at times because of lack of space to accommodate them."

- **Saint Paul**: "At times all shelter beds and motel beds are full. People then stay in cars, or abandoned and condemned buildings."

- **San Antonio**: "Families are referred to other facilities. Shelter and provider staff work to find alternative housing. If it cannot be located, families are accommodated in FEMA-funded hotels or motels for a brief period of time."

- **San Francisco**: "The increase in families entering the emergency shelter system has out-paced the increase in the number of emergency shelter beds available for families. Families that are unable to secure emergency shelter may live temporarily with family or friends in overcrowded living conditions."

- **Seattle**: "We have a program that provides emergency shelter to homeless families who are found sleeping on the streets, and a few families are housed annually through this program. However, there has been an increase in families reported sleeping in cars throughout the county and doubling up in poor housing situations."

- **Trenton**: "They are placed in motels."

In three-fourths of the cities, emergency shelters must **turn away homeless people other than families because of lack of resources**. Those cities in which shelters do not have to turn away other homeless people are Boston, Hartford, Louisville, Minneapolis, New York City, Philadelphia and Portland. Among the comments from the city officials:

- **Boston**: "Mayor Flynn has made the promise that no one in the City of Boston will ever be denied a warm bed, a meal, decent health care or transportation to shelter. To that end, several overflow shelters have been established to ensure that no one who requests shelter will be denied."

- **Charleston**: "Since CICM has expanded in response to community needs, most families can stay in its Family Center. It is important to note that CICM's income is 30 percent less than last year and its resources, like the city's, are finite."

- **Cleveland**: "In winter all single persons can be accommodated in temporary shelters. During the rest of the year, single men frequently have difficulty finding available space."

- **Denver**: "Women are referred for four-day hotel vouchers and then they sleep in vacant buildings. Men sleep on the street, in cars, down by the river and in overflow shelters."

- **Detroit**: "Substance abusers and mentally ill persons often have no access to support services because of state funding cuts."

- **Hartford**: "The city will place homeless women or men in the Y or open an overflow shelter."

- **Kansas City**: "At times, particularly in the summer months, there are fewer shelters that take single men and women."

- **Louisville**: "One of our shelters acts as a rescue mission and during inclement weather sweeps the streets of Louisville in order to provide emergency shelter to all. This type of program does not provide quality services, but shelters the homeless from the bitter cold."

- **Minneapolis**: "Shelter capacity is adequate. The problem is overuse of shelter beds by special needs people, such as those who are mentally ill or chemically dependent."

- **New Orleans**: "Some persons turned away may be able to acquire one night's lodging at a motel. Those who cannot secure vouchers or other funds needed for lodging are forced to stay in public places such as bus stations, or even may sit in public hospital waiting rooms. Those who are evicted from these places are forced to find shelter under overpasses or in vacant buildings."

- **New York City**: "The single adult shelter system has sufficient beds to meet demand."

- **Philadelphia**: "Eligibility requirements and legal capacity requirements are temporarily relaxed during the winter months or other emergencies to accommodate increased demand. Homeless clients can be refused shelter due to previous violations of shelter rules and regulations."

- **Phoenix**: "The street is the alternative. The City coordinates extra shelter in inclement weather."

- **Saint Paul**: "If the beds are full they are turned away. Also there is a limit of 30 days a quarter. Additional requests for more time or second stays are denied in most cases."

- **Seattle**: "Single adults often sleep in doorways, alleys and parks. There is an increasing number of women who do the same. Families and youth often stay in poor housing situations, and are sleeping in cars in outlying neighborhoods and parks. This is a growing problem."

- **Trenton**: "They are placed in shelters; some choose to double up with friends and relatives."

Homeless People in Particular Need of Assistance

Officials in the survey cities were asked to identify in order of need three specific groups of homeless people for whom emergency shelter and other needed services are particularly lacking in their city, as well as the services most needed by each of these groups.

Three out of four of the survey cities identified **families with children** as a group in need of services. Of these, nine cities -- Charleston, Chicago, Hartford, Minneapolis, New Orleans, Portland, Providence, San Antonio and San Francisco -- identified families as the group most in need of services. Another four cities reported that families were the group next most in need of services; eight more cities ranked families as the third group for whom services are particularly lacking.

Three-fourths of the survey cities also identified **substance abusers** as the group for whom emergency shelter and other needed services are particularly lacking. Four cities -- Cleveland, Detroit, Norfolk and Salt Lake City -- ranked them first. Another 10 cities ranked substance abusers second; seven more ranked them third.

Two out of three of the survey cities identified **severely mentally ill persons** as a group for whom emergency shelter and other needed services are particularly lacking. Nine cities -- Boston, Kansas City, Los Angeles, Louisville, Miami, Nashville, Philadelphia, Phoenix and Saint Paul -- ranked them first. Another seven cities ranked severely mentally ill persons second; three more cities ranked them third.

One-half of the survey cities reported that **single adults** are a group for whom emergency shelter and other needed services are particularly lacking. Three cities -- Denver, Trenton and San Diego -- ranked them first. Four more cities ranked single adults second; seven ranked them third. Of these cities, seven cities specifically identified single men, five cities specifically identified single women. Cleveland and Detroit specified both single men and single women.

Eighteen percent of the cities identified **persons with AIDS or HIV-related illness** as a group for which emergency shelter and other needed services are particularly lacking. Alexandria and New York City listed this group first; two cities listed it second, one third.

Unaccompanied youth were identified by 14 percent of the cities as a group for which emergency shelter and other needed services are particularly lacking. Seattle listed this group first; two cities listed it second, one third.

Services Most Needed

The city officials identified a wide range of services needed by the various groups of homeless people:

FAMILIES WITH CHILDREN -- **Affordable permanent housing** was the service most frequently identified as needed by homeless families. The cities identifying this need are Boston, Charleston, Cleveland, Chicago, Denver, Kansas City, Louisville, Miami, Minneapolis, Nashville, New Orleans, New York City, Philadelphia, San Antonio, San Francisco and Trenton. **Shelter** (emergency or transitional) was identified by Chicago, Denver, Hartford, Miami, Minneapolis, New Orleans, Norfolk, Portland, Providence and San Antonio.

Child day care was identified as a service needed by homeless families in Charleston, Chicago, Louisville, Miami, Nashville, New Orleans, Norfolk, Philadelphia and San Francisco. **Jobs and job training** were identified as services needed by homeless families in Boston, Louisville, Miami, New Orleans, Norfolk, Saint Paul and San Francisco. Louisville, New Orleans, Norfolk, San Francisco and Seattle specifically identified the need for **educational assistance** as well. Chicago, Denver, Louisville, Norfolk and San Francisco called for increased **counselling** services for homeless families.

SUBSTANCE ABUSERS -- A variety of **treatment options** were the services most frequently identified as needed by homeless substance abusers. Identifying this need were Boston, Charleston, Cleveland, Chicago, Detroit, Hartford, Los Angeles, Minneapolis, Nashville, New Orleans, New York City, Philadelphia, Phoenix, San Diego, San Francisco and Seattle.

Emergency shelter was identified as a service needed by homeless substance abusers in New Orleans, Norfolk, Phoenix, Providence, Salt Lake City and San Diego. Alexandria, Boston, Charleston, Cleveland, Nashville and Seattle cited the need for **special needs supportive housing.** Boston, Charleston, Chicago, Hartford, San Francisco and Trenton identified the need for **long-term supportive services** by homeless substance abusers.

Severely Mentally Ill Persons -- **Special needs supportive housing** was identified by Alexandria, Boston, Chicago, Denver, Louisville, Miami, Minneapolis, Nashville, New Orleans, Philadelphia, Phoenix, Saint Paul and San Francisco as a service particularly needed by homeless mentally ill persons. Kansas City, Los Angeles, Miami, New Orleans, Phoenix and San Diego cited the need for **emergency shelter**.

Case management was identified as a need by Chicago, Denver, Los Angeles, Louisville, Miami, Minneapolis and Trenton. Hartford, Miami, San Francisco and Trenton called for **supportive services**, Boston, Denver and Los Angeles for **outreach.**

SINGLE ADULTS -- Charleston, Cleveland, Denver, Los Angeles, Louisville, Saint Paul, San Diego and Trenton called for various **housing options** for single adults. **Emergency shelter** was identified as a service particularly needed by single adults in Charleston, Denver, Kansas City, Norfolk, Phoenix, San Diego and Trenton. Charleston, Cleveland and Saint Paul identified the need for jobs and/or job training; Denver, Philadelphia and Phoenix called for **case management**.

PERSONS WITH AIDS AND HIV-RELATED ILLNESS -- **Special needs supportive housing** was identified by Alexandria, Miami and New York City as a service particularly needed by homeless persons with AIDS and HIV-related illness. Miami and Salt Lake City called for **emergency shelter**, Salt Lake City and San Antonio for **case management and other supportive services.**

UNACCOMPANIED YOUTH -- **Emergency shelter** was identified by Portland, Salt Lake City, San Antonio and Seattle as a service particularly needed by unaccompanied youth. Salt Lake City called for **case management**, Seattle for a **transitional living program**.

Funding of Homeless Assistance Programs

During the last year every survey city used city government funds (either locally generated revenues or federal or state grants) to support local shelters or other services specifically for homeless people. The funds used by the cities come from a variety of sources:

- Three-fourths of the cities used **locally generated revenues**. Among these cities and the amount expended during the last year:

Alexandria	$ 855,667
Boston	4,100,000
Charleston	36,200
Chicago	4,929,582
Hartford	500,000
Kansas City	251,592
Louisville	157,000
Miami	125,000
Minneapolis	1,300,000
Nashville	198,124
New Orleans	50,000
New York City	243,371,000
Norfolk	65,181
Philadelphia	13,399,528

Phoenix	1,600,000
Portland	658,490
Saint Paul	38,000
San Diego	137,400
San Francisco	9,698,393
Seattle	3,006,438
Trenton	37,500

- Nineteen cities (68 percent) used **state grants**. Among these cities and the amount expended during the last year:

Alexandria	$ 238,611
Boston	3,078,515
Chicago	4,106,953
Cleveland	449,846
Hartford	313,000
Kansas City	108,870
Miami	300,000
Nashville	200,000
New York City	184,231,000
Norfolk	20,843
Philadelphia	10,399,015
Phoenix	112,000
Portland	580,581
Seattle	440,379
Trenton	31,000

- All of the survey cities used funds provided through the **Stewart B. McKinney Homeless Assistance Act**. Among the amounts expended by the survey cities:

Alexandria	$ 22,000
Boston	18,694,790
Charleston	95,000
Chicago	2,567,710
Cleveland	922,295
Hartford	154,000
Kansas City	291,000
Louisville	2,298,843
Miami	287,000
Minneapolis	310,000
Nashville	1,518,201
New Orleans	1,529,034
New York City	49,330,556

Norfolk	196,920
Philadelphia	4,386,658
Phoenix	466,000
Portland	340,858
Saint Paul	168,000
Salt Lake City	98,000
San Antonio	713,614
San Diego	258,000
San Francisco	3,321,077
Seattle	7,613,988
Trenton	464,259

- Nineteen (68 percent) of the survey cities used **Community Development Block Grant** funds. Among these cities and the amounts expended during the last year:

Alexandria	$	188,012
Boston		860,000
Denver		74,500
Hartford		182,000
Louisville		75,000
Miami		204,500
Nashville		72,000
New Orleans		95,000
New York City		41,237,000
Philadelphia		400,000
Phoenix		477,000
Portland		734,000
Salt Lake City		290,000
San Diego		140,000
San Francisco		9,673,198
Seattle		4,903,669

- Twenty-eight percent (eight) of the cities used **Community Services Block Grant** funds. Among these cities and the amounts expended during the last year are:

Alexandria	$	34,724
Louisville		300,000
Nashville		59,034
Phoenix		122,000
Portland		628,983
San Antonio		44,000

Other funding sources used by the survey cities were rental rehabilitation funds by Boston, Department of Defense blankets by Boston, veterans funds by Nashville, Health and Human Services funds by Nashville and Philadelphia, and county funds by Trenton.

City Government Funding

Five of the survey cities (19 percent) reported that it has been necessary for the city government to decrease the amount of locally generated revenues used to support local shelters or other services specifically for homeless people. Those cities are Denver, Hartford, New York City, Philadelphia and Trenton. Among the city officials' explanations:

- **Denver**: "The City decreased its funds for severely mentally ill."

- **Hartford**: "We have had a budget decrease which has resulted in a decrease in staff and services at the city-operated shelter."

- **New York City**: "New York City has been in a fiscal emergency due to rising costs and decreasing revenues. Although the City maintained funding for many of its homeless programs, funding for services to homeless families recently relocated into permanent housing and funding for building code enforcement and community stabilization programs was reduced."

- **Philadelphia**: "The decrease was part of a City-wide effort to reduce expenditures. Shelter services were reduced, but this was consistent with the City's policy to move people from shelter into permanent housing. Mental health and mental retardation services for homeless clients have also been reduced."

- **Trenton**: There has been a "reduction in the municipal budget. The city has had to reduce its yearly allocation for extra security during the winter months at our largest emergency shelter for homeless men."

State Government Funding

Regarding state funding, 44 percent (12) cities reported that the level of state government funding to the city to provide services to homeless persons has remained the same during the last year: Charleston, Chicago, Denver, Hartford, Kansas City, Louisville, Minneapolis, Nashville, Phoenix, Portland, San Antonio and San Diego. Eight cities (30 percent) reported that state government funding has decreased: Boston, Cleveland, Detroit, Los Angeles, New Orleans, Norfolk, Providence and San Francisco. Seven cities (26 percent) reported that state government funding had increased during the last year. Among the city officials comments:

- **Alexandria**: "Although our city has received increased funding from the state, it is a result of the receipt of competitive grants, and not as a result of increased state funding for homeless services."

- **Boston**: "Although state funding for the past three years has been level, which is a net decrease, there are pending cuts to literacy programs."

- **Cleveland**: "State funds are allocated through a competitive process among non-profit groups. The total amount coming into Cleveland varies from year to year."

- **Los Angeles**: "As a result of the failure to pass a state bond issue for housing in the 1990 general election, new funding for shelters has been practically eliminated."

- **Louisville**: "Federal and local government, non-profits and churches assume most of the responsibility regarding the homeless population."

- **Miami**: "Because of a special project serving homeless persons in a section of downtown Miami, a special allocation was made by the State. This allocation was in response to an emergency declared by the City of Miami and Dade County in conjunction with the State of Florida."

- **Nashville**: "State government spends no money on the homeless. The Tennessee Coalition for the Homeless has been lobbying the state legislature to commit funds, but so far has been unsuccessful."

- **New Orleans**: "In past years the only funds made available by the state were State ESG funds which are pass-through Stewart B. McKinney funds. This year New Orleans received no State ESG funds."

- **Portland**: "Increased state funding was passed in the last legislative session."

- **San Antonio**: "There are no state monies available."

- **San Francisco**: "A 4.4 percent reduction in the AFDC grant and a significant reduction in an emergency assistance program for homeless families which resulted from the most recent state budget were probably the greatest factors in the precipitous increase in the number of families seeking emergency assistance in San Francisco."

- **Seattle**: "Additional state funds were received for rental assistance for families as well as state shelter assistance."

Sixty-three percent (15) of the survey cities reported that state budget cuts had increased the number of homeless people. Those cities are Boston, Charleston, Chicago, Cleveland, Denver, Detroit, Hartford, Los Angeles, Miami, Philadelphia, Providence, Saint Paul, San Francisco, Seattle and Trenton. Among the city officials' comments on the **impact of state budget cuts on homelessness**:

- **Boston**: "The state has closed or is closing many facilities, including mental health wards and psychiatric hospitals, as well as public health hospitals. State rent subsidy programs have been eliminated and the General Relief program is more restrictive than ever, in that thousands have been eliminated from the rolls."

- **Charleston**: "There has been an indirect effect due to hiring freezes in state-operated human service agencies. With fewer staff to serve clients, the delays in processing benefits have adversely affected the state's poorer citizens. Such delays have been contributing factors in the growth of homelessness."

- **Chicago**: "It is unclear whether an impact has yet been felt among the homeless, except to the extent that staff cuts and reorganization may have impacted on the distribution of or eligibility determination for public assistance or unemployment compensation benefits. However, it is certain that changes in the General Assistance program in Illinois will have a major impact in early '92 when new regulations may cause tens of thousands to become ineligible for assistance."

- **Cleveland**: "Beginning October 1, 1991, General Assistance payments were cut substantially. The impact has already been seen in the increased demand for shelter by single persons."

- **Denver**: "Because agencies are unable to process welfare benefits, people become homeless. Cutbacks in mental health mean more homeless people also."

- **Detroit**: "The state eliminated the General Assistance and Emergency Needs programs in October, 1991. This is affecting approximately 40,000 people in Detroit, and it is estimated that as many as 5,000 of them could become homeless through evictions. There is definitely a direct relation between the State cuts and increasing homelessness in our city."

- **Hartford**: "The immediate impact has not been felt. Connecticut did not pass the budget until September, 1991 and is now in special session to review the income tax. There is a reduction in RAP, Security deposit and the rent bank."

- **Los Angeles**: "Severe cuts in social services have resulted in more and more homelessness."

- **Miami**: "One major initiative was cut. The impact will be felt in the coming year. Further cuts in the Department of Health and Rehabilitative Services are expected."

- **Philadelphia**: There has been a "continuation of state policy to close mental health institutions in lieu of community-based care. Deinstitutionalization has created demand for CLA's that is in excess of the supply."
- **Saint Paul**: "The State government cut General Assistance grants for some in half and for others to zero. Many homeless people no longer will get enough public assistance to share rent with others should they choose to. In addition, General Assistance cuts in other states (i.e. Michigan) are likely to have some impact on homelessness in Saint Paul."
- **San Francisco**: "For fiscal year 1991-92, the state reduced benefits and limited access to the Homeless Assistance Program. The City has witnessed a significant increase in the number of homeless families. Some of these families may have been receiving AFDC, but were unable to remain in their housing due to lower benefits and an inability to apply for Homeless Assistance Funds."
- **Seattle**: "Tightened eligibility requirements for state GAU (General Assistance Unemployable) has forced many off financial aid rolls. Without financial assistance, many became homeless."
- **Trenton**: "Several state agencies received a large cut in funds, thereby hindering expenditures for services to the homeless."

Among the comments from cities where there have not been such state budget cuts:

- **Alexandria**: "There have not been specific state budget cuts to homeless services which have directly contributed to an increase in homelessness. However, state funding has not increased to address what is an increasing problem."
- **Norfolk**: "Not yet; however, further funding cuts will result in staff and program cuts, causing delays in obtaining benefits and possibly reduced benefits."
- **San Antonio**: "The impact will be felt in 1992."

Sixty percent (15) of the cities reported that state budget cuts had reduced the ability of agencies to provide services to homeless persons. Those cities are Boston, Charleston, Chicago, Denver, Detroit, Hartford, Los Angeles, Louisville, Miami, Nashville, New Orleans, Providence, San Francisco, Seattle and Trenton. Among the city officials' comments on this:

- **Charleston**: "The delays in processing benefit applications are extraordinary."

- **Chicago**: "It is unclear whether an impact has been felt among the homeless-serving agencies, except to the extent that staff cuts and reorganizations may have impacted on the distribution of grants. However, it is likely that changes in funding for public assistance, social services and other services in Illinois will have a major impact in '92."

- **Denver**: There are "not enough shelters, group homes, housing or counseling."

- **Detroit**: "Many agencies have sustained 30-60 percent cuts in funding."

- **Hartford**: We have experienced "closing of and furloughs in state offices and layoffs."

- **Los Angeles**: "Many social service agencies must limit the number of clients they serve."

- **Louisville**: "We are already seeing cuts in our regional mental health offices. Presently the State of Kentucky serves only 20 percent of the need in the state. Thus the services to the indigent and homeless are already severely limited."

- **Nashville**: "Due to decreasing funds, Departments such as Mental Health and Vocational Rehabilitation Programs are feeling the pinch and able to serve fewer homeless people with less intensive services."

- **New Orleans**: "Although budget cuts have not necessarily increased the number of homeless individuals, they have resulted in reductions in funds available to provide services to those individuals."

- **Salt Lake City**: "State government funding for social service programs and to provide assistance to homeless persons has remained approximately the same during the last year, but the increasing number of poor and homeless people has strained the ability of public and private agencies to help them."

- **Seattle**: "Due to longer stays in shelters, fewer people are served."

The Stewart B. McKinney Homeless Assistance Act

Officials in all of the survey cities save one indicated that they felt that the Stewart B. McKinney Act has been effective in assisting local agencies to respond to the problems of homelessness. The cities suggested a number of changes which should be made in the Act when it is reauthorized by Congress:

- **More flexibility in the use of funds** was called for by Cleveland, Hartford, Kansas City, Louisville, Minneapolis, New Orleans, New York City, Philadelphia, Phoenix, Salt Lake City, San Antonio and Trenton. Charleston, Detroit and Louisville called for the ability to use an increased portion of the funds for operating costs. Nashville and Providence called for a higher portion of the funds to be used for administrative costs.

- **Increased funding levels** were called for by Boston, Cleveland, Kansas City, Los Angeles, New Orleans, Philadelphia, Phoenix and Salt Lake City. Nashville called for funding to be provided on a more long-term basis. Miami said the match requirements should be relaxed.

- **The more equitable distribution of funds among cities** was called for through several different recommendations. Changes in the formula for providing funds to cities were called for by Trenton. Boston called for development of a formula for a block grant program. Cleveland also called for a block grant approach. Boston and Chicago said that the competitions for funding under the McKinney Act should be coordinated. Philadelphia suggested that cities should compete for discretionary funds on a regional basis.

Among the other recommendations made:

- **More funding for permanent housing production**, by San Francisco and Seattle;
- **Relaxed deadlines in submitting applications under the Emergency Shelter Grants Program**, by Boston and Chicago;
- **Quicker review of applications by HUD**, by Charleston;
- **Project-based rental subsidies in the Permanent Housing for Homeless Handicapped Persons**, by Boston;
- **A demonstration to transition homeless families into permanent housing with Section 8 certificates**, by Boston;
- **Selection preferences for persons with AIDS in McKinney housing programs**, by Boston;
- **Allowing the use of funds for new construction**, by Charleston; and
- **Planning grants**, by New Orleans.

Public Attitudes Toward Homeless People

Government Action to Limit Access

The city officials were asked whether the city government or any other public authorities in the city had taken any action to limit the access of homeless persons to public facilities or property. Twenty-three percent of the cities reported that such action had been taken in the past year: Los Angeles, Nashville, New York City, Philadelphia and San Francisco. Sixteen percent reported such action in previous years: Los Angeles, Nashville, Philadelphia and San Francisco. Among the city officials' explanations of these actions:

- **Los Angeles**: There have been "police sweeps of specific areas."
- **Nashville**: "Police officers periodically limit homeless persons access to public parks, restrooms in public buildings, and public sidewalks in the downtown business district, especially if observed as 'loitering.'"
- **New York City**: "New York City has not altered any of its policies related to access to shelter. All people who seek emergency housing are provided with shelter. The City has, however, in individual situations removed homeless adults who have established encampments in areas such as a city park or a public sidewalk. The NYC Transit Authority and the NY/NJ Port Authority have also stated that they will eject all people who are violating their rules and regulations. In all cases, special outreach and assistance teams provide referrals to public shelter or other services prior to and during the removal process."
- **Philadelphia**: "Public buildings are no longer used."
- **San Francisco**: "No sleeping ordinances in parks and other public facilities are enforced."
- **Hartford**: There is "no formal policy -- however, tightening of security at civic center, library and railroad station discourages 'hanging around' and sleeping in these areas."

Public Attitudes

Officials in 48 percent of the survey cities reported that they have seen evidence that public sentiment toward homeless persons has become negative in the past year. Those cities are Boston, Kansas City, Los Angeles, Miami, Norfolk, Phoenix, Portland, Providence, Saint Paul, Salt Lake City, San Francisco, Seattle and Trenton.

Officials in 42 percent of the cities report that they had seen evidence that public sentiment toward homeless persons had become negative in previous years. Those cities are Boston, Detroit, Los Angeles, New Orleans, New York City, Philadelphia, Providence, Saint Paul, San Francisco and Seattle.

Among the city officials' comments on **negative public sentiment toward homeless persons**:

- **Boston:** "People have become more concerned with the increasing numbers of mentally ill people on the streets. They are also concerned with the apparent increase of panhandlers. People have expressed their desire to see a solution to the problem of homelessness. There seems to be less sympathy towards homeless people as a group.

- **Detroit**: "Sentiment was becoming increasingly negative in recent years. This has been alleviated somewhat by unprecedented cuts in state funding recently.

- **Kansas City**: "In the past year there has been evidence that public sentiment toward homeless persons has become negative. The change in attitudes has probably been more gradual than from just last year to this year but is more evident now. We are beginning to get backlash reactions, especially in the downtown area, as more homeless aggressively beg and try to sell homeless newspapers on the streets. Reactions include the public closing their pocketbooks to shelters, or blaming the victim because the problem has not gone away. Economic problems of the middle class have also resulted in less tolerance."

- **Los Angeles**: "There seems to be an atmosphere of increasing negative sentiment which appears to be in direct correlation with an increase of homeless people on the streets."

- **Miami**: "Public sentiment has gone from apathy to anger, particularly regarding where services should be provided. The NIMBY syndrome is evident."

- **Nashville**: "Despite the fact that there has been government action and the ongoing NIMBY (not-in-my-backyard) battles surround the location and development of specific service and shelter sites, public sentiment toward homeless persons in Nashville has been fairly positive."

- **New York City**: "There is a growing public perception that the number of homeless individuals living in public places has increased. There is considerable public controversy regarding the right of homeless people to live in public spaces. There is evidence of 'compassion fatigue' toward homeless people."

o **Philadelphia**: "Homeless people are categorized as "panhandling substance abusers" without regard for situational homelessness."

o **San Francisco**: "For the second year in a row, homelessness has been cited as the #1 issue in a poll conducted by the San Francisco Examiner. It has also become the most hotly debated issue in the Mayor's race. Public reaction to homelessness and panhandling has risen palpably in recent years."

o **Seattle**: "There is continuing pressure from community groups to blame homeless persons for increased public safety needs, particularly on issues involving drugs."

o **St. Paul**: "Most people seem 'tired' of homelessness in our midst. The continued exposure to the reality is complicated by the fact that political leadership on a national level has 'no vision' and no plan for dealing with the issue."

o **Trenton**: People are "less sympathetic due to the downturn in the economy and the fact that the problem of homeless is not going away."

Several cities commented on **positive changes in public sentiment or on no apparent changes at all**:

o **Alexandria**: "Alexandria is an involved and concerned community when facing social needs. The private and public sectors of the community have merged efforts and resources to provide shelter and services to homeless persons."

o **Charleston**: There has been an "increase in donations of in-kind contributions and volunteerism."

o **Chicago**: "The level of volunteers for shelters is unchanged. There continue to be donations from private groups for homeless assistance projects."

o **Louisville**: "Louisville is a very caring community, but homelessness is an overwhelming issue which is unending. Louisville has a reputation among the homeless as a kind and gentle place. As Mayor Abramson says: 'The problem will continue to grow until it is placed on the national agenda.'"

o **New Orleans**: "During the last year there has been an effort on the part of the business community to work with state and local government agencies to develop a strategic plan to deal with the issue of homelessness in New Orleans. This effort, known as the UNITY for the Homeless Project, has been in place for the last few months. During that period many private individuals who have never been involved before in dealing with the homeless have come forth and asked to be a part of the planning process. Their actions may be viewed as a sign that public sentiment in New Orleans has taken a positive turn."

- **Norfolk**: "Public awareness has increased through television programs and newspaper articles."
- **Salt Lake City**: "There is evidence of both increasing public empathy and understanding with the desire to help the homeless and of some lack of tolerance among the public toward homeless people."
- **San Antonio**: "There has not been a significant negative change in public sentiment, nor a positive one. As reported last year, the general attitude has become one of complacency or apathy."

CITY DATA ON HOMELESSNESS

CITY	PERCENTAGE INCREASE IN REQUESTS FOR EMERGENCY SHELTER	PERCENTAGE INCREASE IN REQUESTS BY FAMILIES FOR EMERGENCY SHELTER	SHELTER BEDS	TRANSITIONAL HOUSING UNITS	FAMILY BREAKUP FOR SHELTER?	FAMILY LEAVE DURING DAY?	PERCENTAGE NEED UNMET	FAMILIES TURNED AWAY?	OTHERS TURNED AWAY?	PAST YEAR PUBLIC SENTIMENT CHANGING?
ALEXANDRIA	na	5	same	increased	no	yes	40	yes	yes	no
BOSTON	4	15	increased	increased	yes	no	0	no	no	yes
CHARLESTON	10	33	increased	increased	no	no	na	yes	yes	no
CHICAGO	26	35	same	same	yes	no	0	yes	yes	no
CLEVELAND	10	0	increased	increased	yes	yes	na	yes	yes	no
DENVER	na	na	decreased	same	no	yes	25	yes	yes	no
DETROIT	21(a)	10	increased	increased	no	yes	36	yes	yes	no
HARTFORD	0	0	same	increased	no	no	0	no	no	no
KANSAS CITY	na	na	increased	increased	yes	yes	2	no	yes	yes
LOS ANGELES	na	5	increased	same	na	yes	na	no	no	yes
LOUISVILLE	15	20	increased	increased	yes	no	na	yes	no	no
MIAMI	40	na	increased	increased	yes	yes	na	yes	yes	yes
MINNEAPOLIS	16	60	increased	same	no	no	3-5	no	no	no
NASHVILLE	na	na	decreased	increased	yes	yes	15	yes	yes	no
NEW ORLEANS	15	24	same	increased	yes	no	10	yes	yes	no
NEW YORK CITY	10	25	increased	increased	no	no	0	no	no	yes
NORFOLK	26	6	same	same	yes	yes	7	yes	yes	no
PHILADELPHIA	-7	9	decreased	increased	no	yes	0	no	no	yes
PHOENIX	5-10	na	same	increased	yes	yes	23-56	yes	yes	no
PORTLAND	17	0	same	same	no	yes	24	yes	no	yes
PROVIDENCE	na	na	increased	increased	yes	yes	na	yes	yes	yes
SAINT PAUL	10	20	same	same	yes	no	na	yes	yes	yes
SALT LAKE CITY	20	30	increased	increased	no	no	na	yes	yes	yes
SAN ANTONIO	25	8	same	same	yes	no	na	yes	yes	no
SAN DIEGO	10	10	increased	na	yes	yes	25-50	yes	yes	na
SAN FRANCISCO	0	35	decreased	increased	no	no	6	yes	yes	yes
SEATTLE	na	na	increased	increased	yes	yes	20	yes	yes	yes
TRENTON	5-10	5-10	same	increased	yes	yes	25	yes	yes	yes

na=not available
(a) 1989 to present

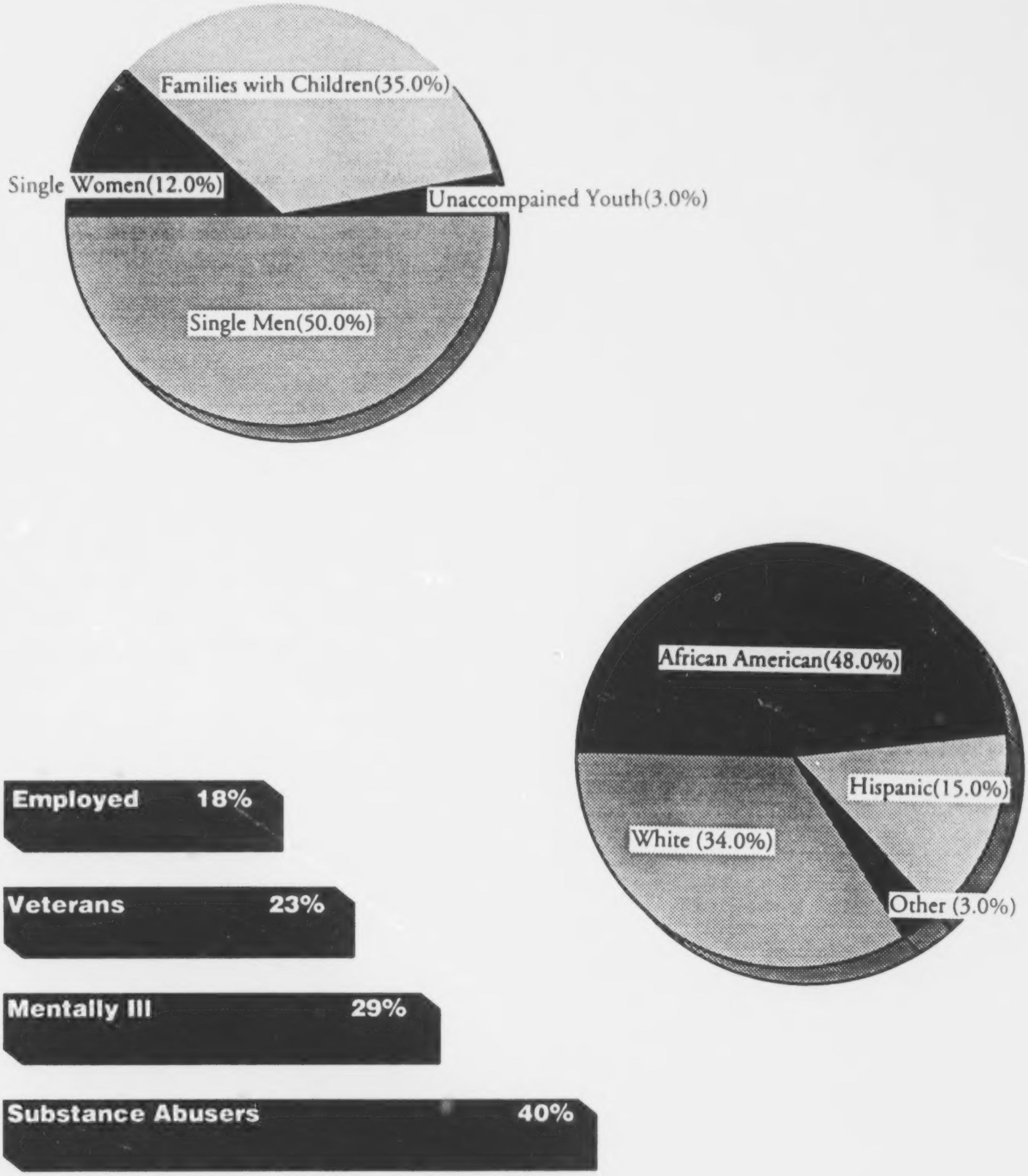
COMPOSITION OF THE HOMELESS POPULATION

CITY	FAMILIES	SINGLE MEN	SINGLE WOMEN	UNACCOMPANIED YOUTH	MENTALLY ILL	SUBSTANCE ABUSERS	EMPLOYED	VETERANS	RACIAL COMPOSITION				PERCENTAGE SINGLE PARENT FAMILIES	PERCENTAGE FAMILY MEMBERS CHILDREN
									BLACK	WHITE	HISPANIC	OTHER		
ALEXANDRIA	39	49	12	0	6	55	33	10	72	20	8	0	83	56
BOSTON	20	67	12	1	55	40	23	33	na	na	na	na	90	60
CHARLESTON	30	64	4	3	30	40	25	30	60	35	4	1	65	66
CHICAGO	49	40	12	>1	23	33	9	15	80	10	9	>1	95	67
CLEVELAND	30	59	10	1	35	45	15	10	73	23	4	>1	98	60
DENVER	24	61	15	na	25	40	15	15	20	60	12	8	40	55
DETROIT	33	42	19	6	na	na	na	na	70	25	(c)	(c)	78	60
HARTFORD	11	70	19	na	30	na	10	14	44	27	27	na	90	70
KANSAS CITY	66	11	17	3	na	na	na	na	54	42	3	1	85	68
LOS ANGELES	35	46	12	7	33	30-50	10	30	45	30	23	2	65	60
LOUISVILLE	45	40	5	10	35	na	20	40	(a)	(b)	na	na	77	60
MIAMI	40	43	12	5	30-35	25-30	na	na	67	13	20	na	15	25
MINNEAPOLIS	40	51	8	1	27	34	23	23	42	36	9	13	85	66
NASHVILLE	12	78	8	2	33	50	25	37	35	65	>1	>1	33	52
NEW ORLEANS	33	56	3	8	27	60	27	30	60	34	(d)	(d)	90	66
NEW YORK CITY	68	27	5	na	na	na	na	na	68	7	24	>1	63	57
NORFOLK	81	(e)	(e)	na	3	na	16	na	na	na	na	na	47	50
PHILADELPHIA	42	34	24	0	33	60	7	5	91	6	3	>1	91	59
PHOENIX	25	64	8	3	40	30	45	33	14	47	20	19	75	60
PORTLAND	20	60	15	5	25	11	na	na	na	na	na	na	57	55
SAINT PAUL	19	70	11	na	16	29	3	15	35	45	15	5	83	71
SALT LAKE CITY	28	60	10	2	57	32	17	35	8	70	13	9	67	70
SAN ANTONIO	52	31	10	7	36	25	15	20	9	35	56	na	75	70
SAN DIEGO	25	60	10	5	30-50	50+	20	40	na	na	na	na	50+	60
SAN FRANCISCO	20	45	25	10	30	30-60	9	30-40	38	30	28	2	na	na
SEATTLE	38	46	13	>1	6	13	16	15	36	39	12	9	67	38
TRENTON	77	16	6	1	30	85	2	>1	na	na	na	na	90	67

na=not available

(a) 29 percent of single adults, 55 percent of families
(b) 70 percent of single adults, 45 percent of families
(c) 5 percent combined
(d) 6 percent combined
(e) 19 percent combined

Demographics of the Homeless Population in the 28 Survey Cities



RECESSION, THE OUTLOOK FOR 1992 AND PRESIDENTIAL ELECTION

The Recession

Officials in all of the survey cities report that the recession has affected the problems of hunger and homelessness. All except one have reported that the recession has affected the ability of local agencies to respond to these problems. Among their comments:

- **Alexandria**: "Both problems are more pervasive and difficult to address than last year. More persons are unemployed and seeking services to support themselves. During 1991 the Food Stamp caseload grew to an average of over 1,500 active cases each month, an increase of 54.2 percent over 1990. Requests for 'emergency' or expedited Food Stamp services have also gone up dramatically, as has the Aid to Dependent Children caseload. The average length of stay in local shelters is higher than in 1990, showing the effects of a sagging economy as the homeless struggle to find jobs and affordable housing.

  "The impact of the current recession has been felt in Alexandria and throughout Virginia for well over a year. There do not appear to be any immediate signs of improvement in the local or state economy. Locally, residents continue to feel the pinch generated by Virginia's ongoing fiscal crisis. State aid to local governments is not keeping pace with need through the entire spectrum of the budget, and particularly for human service programs. Local governments, including Alexandria, are not able to absorb the losses in state revenues when tax bases erode due to lower property values, tax collections, no new construction and less economic activity."

- **Boston**: "The recession has been termed a depression by many in New England, but whatever its name, it has exacerbated the problems of hunger and homelessness. Job layoffs are at an all-time high, families who have been financially secure are losing their homes and are requiring food assistance and other support services. The number of mentally ill individuals relegated to the streets by the state closing of mental health facilities has increased tremendously. Day labor, which was always available, now has more applicants than jobs. The numbers are simply overwhelming the resources.

  "Food pantries are stretched to the limits, and beyond. Homeless shelters have become de facto mental institutions as a result of state closing of mental health facilities. Local agencies which have suffered severe cutbacks in outside funding sources are required to provide services to more people than they did when they had adequate budgets."

- **Charleston**: "The recession has created more unemployed people, not all of whom are eligible for unemployment benefits. There has been a significant increase in the numbers of those needing services, an increase in the severity of their needs and a significant decrease in funding to provide those services.

  "Due to decreased funding, human service agencies are not adequately staffed to respond to clients' needs in a timely, humane fashion. Financial assistance for clients is extraordinarily limited, even for basic human needs like medications."

- **Chicago**: "As the recession deepens and the number of unemployed increases, the ranks of the homeless and the hungry will expand. Especially hard hit will be black and Latino families. Approximately 45 percent of these families spend 70 percent of their total income on housing. It is expected that if the recession worsens, these families are most likely to enter the ranks of the hungry and homeless.

  "The number of hungry and homeless will increase while support in government funding, in other means of support, or in volunteers probably will not keep pace with demand."

- **Cleveland**: "Growing unemployment has increased demand for food and shelter services. It has also made it more difficult for people to escape the cycle of homelessness. Most agencies lack the resources or the capacity to handle the additional demand."

- **Denver**: "The problems have increased, particularly in terms of housing and shelter. While needs are increasing, resources are decreasing."

- **Detroit**: "There are fewer jobs, even at minimum wage, and no adequate training programs which would have any significant impact. Local agencies report a decrease in donations. Fund-raising drives often do not make their goal."

- **Hartford**: There have been "dramatic increases in the General Assistance welfare caseload and increased demand on food pantries and soup kitchens. Agencies are seeing higher caseloads. Resources have not kept up with the increased demand."

- **Kansas City**: "It (the recession) has exacerbated both (hunger and homelessness). Far more people are accessing agencies for food and other assistance. (One large agency reported that for the first six months of 1990, they had 8,750 requests for assistance, but in 1991, they had 17,300 requests for the same time frame.) There is a new group or class of people seeking help -- an increase in suburban families needing help due to unemployment. An agency that works with homeless mentally ill reports that referrals are up, as well as the need for shelter beds.

"The recession has caused a decrease in resources (the number of donors and amounts contributed), especially for utility assistance needs. Some agencies have received less monetary donations. Although food resources are a little better due to local support, they are still not enough to meet the increased demands for some agencies."

- **Los Angeles**: There has been "increasing homelessness due to loss of work. There are insufficient funds to cover demand. Cutbacks in state-funded social services have decreased agencies' ability to respond."

- **Louisville**: "Economic indicators are showing a slowdown. In our community, 25 percent of our families live in poverty or at the poverty level, which is approximately $12,657 for a family of four. On a positive note, Mayor Abramson continues to rank affordable housing as a top priority in his Administration. Through his leadership, a Housing Partnership has been created and is doing some innovative affordable housing programs. This year alone, the City of Louisville, including the Housing Partnership and the Housing Authority of Louisville, has built 1,945 affordable housing units. With this continued commitment, the waiting lists should begin to be reduced in subsidized housing and less doubling up of families should be occurring throughout the community.

  "Many of our families have enormous social disabilities and varied needs. Local agencies need to provide comprehensive services in order to move these families out of the cycle of poverty and into self-sufficiency. The main concern is the fact that these quality comprehensive services are very costly and are nearly bankrupting our homeless shelter providers."

- **Nashville**: "The demand on meal programs, emergency food distribution sites and shelter providers has been considerably higher than in previous years. Local agencies report an overall decrease in donations, some down as much as 33-50 percent. They also report that competition for public and private service dollars is fierce."

- **New Orleans**: "The recession has increased the number of homeless and has reduced the amount of resources available to address the problem. Private donations as well as local and state revenues have been reduced. The recession has changed the composition of the homeless from the image of the wino to those who were gainfully employed until the last few years.

  "By virtue of reduced charitable contributions and government revenues, the city has not had the resources to address the expanding needs of the homeless.

There is a difficulty in meeting the changing needs of the changing homeless individual."

- **New York City**: "Unemployment has increased significantly over the past year in the New York metropolitan area. Furthermore, the number of people entering the public assistance caseload has likewise increased dramatically. Approximately one in eight people in New York City is on public assistance.

  "New York City has been facing its own fiscal emergency over the past year. For example, the Department of Social Services has been forced to reduce programs that serve relocated homeless families, and the City's housing agency has been forced to reduce funding for code enforcement and building management. These types of programs have an effect on the prevention of homelessness. Also, the State has reduced its housing subsidies for single adults and has attempted to limit public assistance eligibility for this population."

- **Norfolk**: "The Aid to Dependent Children caseload increased from 6,100 in July 1990 to 6,247 in June 1991. Food Stamps have increased from 13,327 in July 1990 to 14,227 in June 1991. These increase are expected to continue.

  "Limited resources are strained. Through a cooperative agreement with our local food bank, the Division of Social Services distributed over 1,600 emergency food boxes between July 1990 and June 1991. We hope this valuable resource will continue to be available during this year."

- **Philadelphia**: "There appears to be an overall effect that has increased unemployment and the lack of affordable housing. There has not, as yet, been a direct effect on response capabilities other than the recession having a general negative effect on the City's financial condition, resulting in budget cuts."

- **Portland**: "More families and persons are employed less than full time. Wages are lower. Corporate and individual giving may be down. A property tax limitation measure may reduce funding."

- **Providence**: There has been an "increase in the need for food and shelter due to lack of employment, low wages, bankruptcy, evictions and foreclosures. Assistance is limited due to the increase in numbers. Employees in social services programs and shelters are overworked due to the increase in the number of clients and decrease in funds."

- **Salt Lake City**: "Our city is experiencing solid economic growth in high technology and professional fields, but the number of jobs for those with relatively low educational levels is diminishing. Thus, while we are experiencing economic development, we are also seeing an increase in hunger and poverty. Most local agencies assisting the homeless are operating at or near capacity, and increasing caseloads are jeopardizing their ability to meet the needs of all of their clients."

- **Saint Paul**: "The recession has caused unemployment and low wages and at the same time the numbers are up in the shelters. The food shelves are used more than before by working people who can no longer make ends meet.

  "The impact has been reduced by continued generosity by people who can respond. Desert Shield food has helped the food supply. This is temporary, however, there is a lot of fear of hard times. Our local Emergency Assistance Program shut down in mid-October until the end of 1990, with the result of 75 days of no program."

- **San Antonio**: "The most obvious response is the increase in hunger and homelessness in San Antonio. The decrease in real employment levels results in a decrease in buying power by the consumer. This coupled with increased food costs has created a chain reaction leading to increased hunger, poverty and homelessness.

  "The erosion of the tax base has resulted in a reduction in funding for all services. A more conservative response in the prioritization of services has placed human services and housing in the lowest priority ranking in years."

- **San Diego**: We have seen "increased food and shelter requests, increased caseloads without corresponding increases in services."

- **San Francisco**: The recession has affected the problems of hunger and homelessness "indirectly by diminishing public revenues that could be used to support low-cost housing, homeless programs, etc., and directly by causing an increase in General Assistance rolls and homelessness.

  "Besides the general lack of funding, community resources have been stretched to combat other consequences of the recession."

- **Seattle**: The recession has "increased the level of migration of low skilled workers from other parts of the country. Shelters are seeing increased numbers of persons with few resources or 'living skills.'"

- **Trenton**: "Public sentiment is becoming more negative; caseloads are increasing; and donations of funds, food, etc. are limited. Cuts in funds have caused a reduction in staff, thereby limiting needed resources."

The Outlook for 1992

Expected Increased Requests for Emergency Food Assistance

Officials in all of the survey cities expect that requests for emergency food assistance will increase during 1992. Among their comments:

- **Alexandria**: "Based on the fluctuating state of the economy and increasing unemployment, it is expected that the need for emergency food assistance would stay the same or increase."
- **Boston**: "Unemployment is very high in this region. It is predicted that more people will visit food pantries and many of these people will be first-time users. These numbers are expected to increase until the recession abates."
- **Charleston**: "It is expected to take a long, long time for homeless and hungry clients' financial status to improve."
- **Chicago**: "There has been no significant improvement in the economic status of the City's poor and near-poor. In fact, the economy has entered what may be a deep and long recessionary period. Because of the recession, many are facing the expiration of their unemployment compensation benefits. Two years ago there was the first increase in public assistance in many years; no new increases are likely. Just the opposite is occurring -- changes in the General Assistance program in Illinois will have a major impact in early '92 when new regulations may cause tens of thousands to become ineligible for assistance. There seems to be little that can prevent the anticipated increase in demand for emergency shelter."
- **Cleveland**: "Monthly General Assistance payments have been reduced and will only be available six months a year. Beginning April 1, 1992, 35,000 persons locally will be without any income for six months."
- **Detroit**: "People have already begun selling food stamps to pay for rent or heat."
- **Hartford**: We have "an increase in unemployment, decrease in available energy funds and possible changes in welfare regulations."
- **Kansas City**: "The recession will cause increased demand for shelter and food for many months, possibly years, to come."
- **Los Angeles**: "Family and individual safety nets are falling apart."

- **Louisville**: "If the economic indicator is correct and Louisville faces an economic slowdown, that will increase emergency food assistance."

- **Miami**: "Hunger relates to the poor or the handicapped. If there is less work, there will be more poor and more hungry people. The recession has created more unemployed and a group of long-term unemployed who emerge as homeless. Donations, grants, corporate sponsorships and government programs have all been cut significantly."

- **Minneapolis**: "More people are asking for help while at the same time contributions are decreasing. Budgets are tighter than ever, requiring some staff reductions. Only basic needs are being provided. More energy is directed toward developing alternative funding sources -- taking away from direct services."

- **Nashville**: "Nashville has yet to witness the full effect of the recession on persons who are now, because of the economic downturn, on the brink of homelessness."

- **Norfolk**: "If the recession continues, the demand will increase. Our Food Stamp caseload increased by 900 cases last year. This trend is expected to continue."

- **Philadelphia**: "Unemployment worsens, the poor become poorer, etc., etc."

- **Portland**: "More families are living on the edge. There are no significant increases in work hours or wages."

- **Salt Lake City**: "Soup kitchens and food banks report that requests for assistance continue to increase and that they do not anticipate any reversal in this trend during the coming year."

- **Saint Paul**: "If people stay out of work they will gravitate to the food shelves in order to eat."

- **San Antonio**: "It appears that the economic recovery in this area will be slow. It is expected that the unemployment rate will increase and more individuals and families will be confronted with the harsh realities of hunger and homelessness."

- **San Francisco**: "More people have been made vulnerable by the recession."

- **Seattle**: We expect an increase due to "the continuing decline in the timber industry, other layoffs, a rise in the number of families affected by alcohol and/or drug addiction and the continuing decline in federal and state resources, coupled with rises in the cost of living."

- **Trenton**: "The Mount Carmel Guild stated: 'many people are just making it -- rent payment, utilities, etc. They just don't have enough money.'"

Expected Increased Requests for Emergency Shelter

Officials in all of the survey cities expect that requests for emergency shelter will increase during 1992. Among their comments:

- **Alexandria**: "The City of Alexandria is located in a metropolitan area with an extremely high cost of living which makes it extremely difficult for those households with marginal incomes. Already these households pay a disproportionately high percentage of their income for basic necessities (shelter, utilities, food, clothing). Any unforseen loss of income or additional expenses place these households at risk of homelessness. Further, the recession affects these households the greatest and has resulted in the loss of jobs for many in the construction, retail and food service industries."

- **Boston**: "As the state cuts more and more mental health services we will see a corresponding rise in the number of homeless mentally ill people on the streets and in need of shelter. This holds true for families and individuals devastated by layoffs and other program cutbacks."

- **Chicago**: "There has been no significant improvement in the economic status of the City's poor and near poor. In fact, the economy has entered what may be a deep and long recessionary period. Because of the recession, many are facing the expiration of their unemployment compensation benefits. Two years ago there was the first increase in public assistance in many years; no new increases are likely. Just the opposite is occurring -- changes in the General Assistance program in Illinois will have a major impact in early '92 when new regulations may cause tens of thousands to become ineligible for assistance. There seems to be little that can prevent the anticipated increase in demand for emergency shelter."

- **Cleveland**: "General Assistance cuts will also greatly increase the burden on emergency shelters."

- **Detroit**: "We cannot force any dramatic change in the city or state economy. Cuts will continue."

- **Hartford**: "The decrease in available energy funds may force individuals to abandon apartments. Also, there are proposed changes in local General Assistance."

- **Kansas City**: "Due to the continued recession, there are large waiting lists for Section 8 housing and public housing. One large agency reports that as services in mental health facilities, prisons, substance abuse treatment centers and hospitals that work with indigents all decrease, the call for shelter (and food) from our homeless agency will increase at an alarming rate. We are already seeing this now."
- **Los Angeles**: There is "increasing homelessness, less of a safety net."
- **Louisville**: "If the economic indicator is correct and Louisville faces an economic slowdown, that will increase the number of homeless."
- **Miami**: The increase will be due to "increasing unemployment and the increasing influx of refugees."
- **Minneapolis**: "The recession is going to last a while longer."
- **Norfolk**: "Anticipated cuts in the military should have a direct impact on requests for shelter, as will the continuation of the recession."
- **Philadelphia**: "The last three winters have been relatively mild. It is expected that during this winter, agencies will see an increase in the numbers of people seeking shelter. Affordable housing demands are also increasing."
- **Salt Lake City**: "Requests for emergency shelter are at an all-time high and there is no indication that they are going to decrease."
- **Saint Paul**: "Our state and other states are cutting or eliminating welfare benefits. The jobs available do not work for many welfare recipients."
- **Seattle**: We expect an increase due to "state cutbacks in mental health support and an expanding local recession."
- **Trenton**: "According to the Mercer County Board of Social Services, the expansion of the Emergency Assistance IVA regulations effective 11/1/91 will result in more requests for services."

Expected Increased Requests by Homeless Families for Emergency Shelter

Officials in all of the survey cities expect that requests by homeless families for emergency shelter will increase during 1992. Among their comments:

- **Boston**: "Unless there is a sudden upturn in the economy resulting in restored budget cuts and a higher employment rate, there is no reason to assume a decrease. Marginally maintained families are no longer making it in Massachusetts."

- **Charleston**: "There is a critical lack of subsidized housing."

- **Cleveland**: "Current trends in unemployment and drug abuse will contribute to a rise in demand. Also, the effect of General Assistance cuts on single women will increase competition for space in shelters serving women and families."

- **Detroit**: "As layoffs and unemployment continue, more people will have difficulty maintaining households."

- **Kansas City**: "Hard economic times seem to hit single parents (usually female) harder than others. This population makes up a significant portion of the homeless families seeking shelter. There does not seem to be any indication that the future will be different with the economy and social problems as they are."

- **Minneapolis**: "The need is going to get worse for most inner city families. Due to a lack of jobs and the location of the majority of affordable housing, there is a greater concentration of low income people in central cities, and increased pressure on central city taxes."

- **New Orleans**: "Cost of living increases resulting from the national recession will outweigh the slight improvement in our local economy. This will result in greater demands for public assistance and for emergency food assistance, emergency shelter and emergency shelter for homeless families."

- **New York City**: "The number of homeless families needing shelter is projected to increase from the current 4,796 to approximately 6,000 families by June 1992."

- **Salt Lake City**: "Families requesting emergency shelter are the fastest growing segment of the homeless population."

- **Saint Paul**: "Lower incomes because of welfare cuts translate directly into evictions for non-payment of rent. People then seek shelter in emergency shelters."

- **San Francisco**: "There is no reason to expect a change in trends we have seen in the past year."

- **Seattle**: "Higher rents and fewer housing options make it increasingly difficult for homeless families to secure appropriate and affordable housing."

The 1992 Presidential Election: Recommendations to Eliminate Hunger and Homelessness by the Year 2000

In recognition of the fact that 1992 is a Presidential election year, the city officials were asked to identify the federal legislative actions they would recommend to a Presidential candidate that would enable the nation to eliminate hunger and homelessness by the end of the century. The following are their recommendations:

- **A substantial federal affordable housing program** was identified most frequently, by 20 of the survey cities: Alexandria, Charleston, Denver, Hartford, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, New Orleans, New York City, Norfolk, Philadelphia, Phoenix, Providence, Saint Paul, San Antonio, San Francisco, Seattle and Trenton.

- **Job creation and expanded job training** were identified by 15 cities: Alexandria, Cleveland, Detroit, Hartford, Kansas City, Minneapolis, Nashville, Philadelphia, Phoenix, Providence, Salt Lake City, San Antonio, San Diego, San Francisco and Seattle. Eight cities called specifically for **full employment**: Detroit, Hartford, Minneapolis, Nashville, Phoenix, Salt Lake City, San Antonio and Seattle. Miami, Nashville, Phoenix, Providence, Saint Paul and Trenton called for an **increase in the minimum wage**.

- Ten cities called for **increases in the Food Stamp program**, such as those included in the Mickey Leland Memorial Hunger Relief Act: Boston, Chicago, Cleveland, Kansas City, Phoenix, Providence, Saint Paul, Salt Lake City, Seattle and Trenton. Alexandria, Charleston, Hartford and New Orleans called for the **elimination of barriers in the Food Stamp program or the faster processing of applications**. Alexandria, Phoenix, Providence, Saint Paul, Salt Lake City and Seattle all called for **full funding of the WIC program**. Louisville, Saint Paul and Salt Lake City called for **expansion of school meal programs**.

- Seven cities called for **increased welfare benefits or reform of the system so that it encourages people to become self-sufficient**: Alexandria, Chicago, Detroit, Kansas City, Saint Paul, Salt Lake City and Seattle.

- Six cities called for **full funding or expansion of the Stewart B. McKinney Homeless Assistance Act**: Alexandria, Charleston, Chicago, Salt Lake City, Seattle and Trenton. Boston and Seattle called for expanded housing assistance under the National Affordable Housing Act. Boston, Cleveland, Denver and Kansas City called for expanded efforts to **shelter and provide services to mentally ill persons**. Four cities called for **expanded substance abuse treatment**: Alexandria, Cleveland, Kansas City and New York.

- Six cities also called for establishment of a **national health care program** that would provide universal access: Louisville, Nashville, Phoenix, Saint Paul, San Francisco and Seattle.

- **Reform of the education system** was called for by Detroit, Miami, San Diego and Trenton.

- Los Angeles, Philadelphia and San Antonio called for the **reordering of national priorities from defense to domestic needs.**

APPENDIX

POPULATION, POVERTY AND UNEMPLOYMENT DATA FOR THE TASK FORCE CITIES

CITY	1989 POPULATION ESTIMATE	1986 POVERTY RATE ESTIMATE	AUGUST, 1990 UNEMPLOYMENT RATE	AUGUST, 1991 UNEMPLOYMENT RATE
ALEXANDRIA	107,800	10.3%	3.3%	4.8%
BOSTON	573,600	23.1%	6.3%	9.0%
CHARLESTON	68,900	25.1%	2.9%	4.8%
CHICAGO	3,021,912	26.4%	8.3%	8.7%
CLEVELAND	521,370	25.4%	6.5%	8.6%
DENVER	508,150	15.8%	5.3%	4.7%
DETROIT	1,200,000	11.7%	11.6%	12.3%
HARTFORD	137,980	28.9%	8.6%	10.6%
KANSAS CITY	441,170	15.1%	6.3%	7.7%
LOS ANGELES	3,310,057	18.9%	7.4%	9.5%
LOUISVILLE	286,470	22.2%	5.3%	7.7%
MIAMI	373,940	17.2%	9.5%	11.6%
MINNEAPOLIS	356,840	15.5%	4.6%	5.3%
NASHVILLE	473,670	14.4%	3.4%	4.4%
NEW ORLEANS	533,564	30.3%	6.3%	6.8%
NEW YORK CITY	7,352,800	14.4%	6.2%	9.3%
NORFOLK	290,900	23.7%	5.3%	6.3%
PHILADELPHIA	1,647,565	23.6%	5.2%	8.1%
PHOENIX	981,846	12.7%	4.7%	5.0%
PORTLAND	432,175	14.9%	5.0%	5.4%
PROVIDENCE	157,200	23.5%	6.9%	9.2%
SAINT PAUL	263,680	12.5%	4.8%	5.2%
SALT LAKE CITY	158,440	16.3%	4.1%	5.4%
SAN ANTONIO	982,000	24.0%	7.7%	6.9%
SAN DIEGO	1,086,592	14.2%	4.3%	6.1%
SAN FRANCISCO	749,000	15.8%	4.0%	5.3%
SEATTLE	501,800	12.8%	3.4%	4.5%
TRENTON	90,990	24.3%	7.5%	9.8%

Sources: Bureau of the Census
Bureau of Labor Statistics

ESTIMATED REQUESTS FOR EMERGENCY FOOD

CITY	TYPICAL DAY NOVEMBER 1990	TYPICAL DAY OCTOBER 1991
Alexandria	320	350
Charleston	880	1,032
Detroit	198	241
Kansas City	1,300	1,500
Louisville	400	400
Minneapolis	1,050	1,250
Nashville	87	95
Norfolk	2,772*	6,418**
Philadelphia	6,870	11,679
Saint Paul	756	822

*Requests during months of July 1989 and January 1990 combined
**Requests during months of July 1990 and January 1991 combined

NOTE: These estimates of the number of requests for emergency food are not comparable across the survey cities because the methodology for developing them varies considerably from one city to another.

ESTIMATED REQUESTS FOR EMERGENCY SHELTER

CITY	TYPICAL DAY NOVEMBER 1990	TYPICAL DAY OCTOBER 1991
Alexandria	153	160
Boston	1,345	1,456
Charleston	310	341
Chicago	2,617	3,130
Cleveland	550	605
Denver	1,000	1,050
Detroit	14,500	15,200
Minneapolis	681	792
New York City	20,144	23,129
Norfolk	1,290*	1,628**
Philadelphia	350	325
Phoenix	886	997
Portland	1,165	1,365
Saint Paul	263	274
San Francisco	1,886	1,880

*Requests during months of July 1989 and January 1990 combined
**Requests during months of July 1990 and January 1991 combined

NOTE: These estimates of the number of requests for emergency shelter are not comparable across the survey cities because the methodology for developing them varies considerably from one city to another.

ESTIMATES OF THE HOMELESS POPULATION

CITY	FAMILIES W/CHILDREN	SINGLE MEN	SINGLE WOMEN	UNACCOMPANIED YOUTH	TOTAL
Alexandria	535	787	194	0	1,516
Boston	725	2,406	463	47	3,641
Charleston	109	236	14	10	369
Denver	205	660	185	na	1,050
Kansas City	7,653	1,319	1,976	316	11,264
Los Angeles	5,320	6,992	1,824	1,064	15,200
Louisville	5,625	4,125	618	1,074	11,442
Miami	800	860	240	100	2,000
Minneapolis	318	403	66	5	792
Nashville	125	802	83	21	1,031
New Orleans	3,300	5,600	300	800	10,000
New York City	15,147	5,907	1,180	na	22,234
Philadelphia	7,991	6,384	4,618	na	18,993
Portland	2,298	6,968	1,707	634	11,607
Saint Paul	192	732	116	na	1,040
Seattle	5,271	6,251	1,834	49	13,405

na=not available

NOTE: These estimates of the number of homeless persons are not comparable across the survey cities because the methodology for developing them varies considerably from one city to another. Some of these estimates are for a given night, such as Boston's; others are for over the period of a year, such as Louisville's.

HUNGER AND HOMELESSNESS IN AMERICA'S CITIES
A SEVEN-YEAR COMPARISON OF DATA

INDICATOR	1985	1986	1987	1988	1989	1990	1991
HUNGER							
Increase in Demand for Emergency Food	28%	25%	18%	19%	19%	22%	26%
Cities in which Demand for Food Increased	96%	88%	92%	88%	96%	90%	93%
Increase in Demand by Families for Food Assistance	30%	24%	18%	17%	14%	20%	26%
Portion of Those Requesting Food Assistance who are Families with Children	NA	NA	67%	62%	61%	75%	68%
Demand for Emergency Food Unmet	17%	23%	18%	15%	17%	14%	17%
Cities in which Food Assistance Facilities must Turn People Away	67%	55%	67%	62%	73%	86%	79%
Cities which Expect Demand for Emergency Food to Increase Next Year	88%	84%	84%	85%	89%	100%	100%
HOMELESSNESS							
Increase in Demand for Emergency Shelter	25%	20%	21%	13%	25%	24%	13%
Cities in which Demand Increased	88%	96%	96%	93%	89%	80%	89%
Demand for Emergency Shelter Unmet	NA	24%	23%	19%	22%	19%	15%
Cities in which Shelters Must Turn People Away	60%	72%	65%	67%	59%	70%	78%
Cities which Expect Demand for Shelter to Increase Next Year	88%	84%	92%	89%	93%	97%	100%
Composition of Homeless Population							
Single Men	60%	56%	49%	49%	46%	51%	50%
Families with Children	27%	28%	33%	34%	36%	34%	35%
Single Women	12%	15%	14%	13%	14%	12%	12%
Unaccompanied Youth	NA	NA	4%	5%	4%	3%	3%
Children	NA	NA	NA	25%	25%	23%	24%
Severely Mentally Ill	33%	29%	23%	25%	25%	28%	29%
Substance Abusers	37%	29%	35%	34%	44%	38%	40%
Employed	NA	19%	22%	23%	24%	24%	18%
Veterans	NA	NA	NA	26%	26%	26%	23%

City________________________________

TASK FORCE ON HUNGER AND HOMELESSNESS
INFORMATION QUESTIONNAIRE

Please complete the following survey and return it by NOVEMBER 29, 1991 to:

Laura DeKoven Waxman
The U.S. Conference of Mayors
1620 Eye Street, N.W.
Washington, D.C. 20006
Fax No. (202) 293-2352

A report will be published based on the responses to this questionnaire. Experience has shown that such survey reports are effective when they include examples of individual city data. If, however, you want your city's answers to any questions held confidential, please specify those questions by number:_____
____

NOTE: The year for which information is requested is November 1, 1990 to October 31, 1991 It is referred to as "the last year" in the survey questions. Homeless persons are defined as those who reside in shelters, on the streets, in cars or in other locations not intended as residents.

HUNGER

1. **The Demand**

A) Has the total number of requests for emergency food assistance in your city ______increased, ______decreased, or ______stayed the same during the last year? By what percentage? _______%
If possible, please estimate the number of emergency food requests made on a typical day in November 1990 ____________ and in October 1991 __________.
Please explain or expand upon your response, and include any other data which supports it.

B) Has the number of families with children requesting emergency food assistance in your city _______increased, ______decreased, or ______stayed the same during the last year? By what percentage? ______%
If possible, please estimate the number of emergency food requests made by families with children on a typical day in November 1990 __________ and in October 1991 __________.
Please explain or expand upon your response and include any other data which supports it.

C) What percentage of those requesting emergency food assistance are members of families with children? _______%

2. **THE CAPACITY**

A) Has the level of resources (e.g. funds, volunteers, food, etc.) available to emergency food assistance facilities in your city ______increased, ______decreased, or ______stayed the same during the last year? By what percentage? ______% Please explain.

B) Are emergency food assistance facilities in your city used ______ for emergencies only, ______as a steady source of food for long periods of time, or ______both? Please explain.

C) For those who receive assistance, are emergency food assistance facilities able to provide an adequate quantity of food? ______Yes ______No Please explain.

D) Is the food provided nutritionally balanced? ______Yes ______No Please explain.

E) In the past three years, has the number of supermarkets in low-income neighborhoods in your city ______increased ______decreased or ______stayed the same? Please explain.

F) Do you have farmers' markets in your city? ______Yes ______No
Are any farmers' markets located in low-income neighborhoods?
______Yes ______No
If yes, what percentage are located in low-income neighborhoods?
______%

3. **THE FUNDING**

A) During the last year, has your city government spent public funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts? ______Yes ______No
If Yes, please check below the funding sources used by your city government and indicate the amounts spent.

Funding Source	Amount Spent
______ Locally generated revenues	$ ______
______ State grants (not federal pass-through monies)	$ ______
______ McKinney homeless assistance programs (please specify which ones on separate sheet)	$ ______
______ Community Development Block Grant	$ ______
______ Community Services Block Grant	$ ______
______ Other federal grants (please specify)	
______	$ ______
______	$ ______

B) During the last year has it been necessary for your city government to decrease the amount of locally generated revenues used to support local emergency food assistance efforts? ______Yes ______No

If yes, please explain why the decrease was necessary and what its impact has been?

4. THE UNMET NEEDS

A) Do emergency food assistance facilities in your city have to turn away people in need because of lack of resources? ______Yes ______No Please explain.

B) Please estimate the percentage of the demand for emergency food assistance in your city which goes unmet. ______%
Please explain or expand upon your response, and include any data which supports it.

5. **THE CAUSES**
What are the main causes of hunger in your city?

HOMELESSNESS

6. **THE DEMAND**

A) Has the total number of people requesting emergency shelter in your city _____increased, ______decreased, or ______stayed the same during the last year? By what percentage? _____%
If possible, please estimate the number of emergency shelter requests on a typical day in November 1990 __________ and in October 1991 _________.
Please explain or expand upon your response, and include any other data which supports it.

B) Has the number of families with children requesting emergency shelter in your city _____increased, _____decreased, or _____ stayed the same during the last year. By what percentage? _____%
If possible, please estimate the number of emergency shelter requests made by families with children on a typical day in November 1990 __________ and in October 1991 _________.
Please explain or expand upon your response, and include any other data which supports it.

C) Has the length of time people in your city are homeless _________increased, ______decreased, or ______stayed the same during the last year? Please explain.

What is the average length of time that people in your city remain homeless? ______months.

7. **THE PEOPLE**

A) Please describe the characteristics of your city's homeless population on the following chart:

	Homeless Population	
	Number	Percent
Members of Families with Children		
Single Men		
Single Women		
Unaccompanied Youth (age 18 & under)		
		100%
Black		
White		
Hispanic		
Asian		
Native American		
		100%
Mentally Ill		
Substance Abusers		
Persons with AIDS or HIV-related illness		
Employed (full or part-time)		
Veterans		

COMMENTS (please explain any significant changes which occured in the composition of your city's homeless population during the last year):

B) What percentage of the homeless families in your city are headed by single parents _____%

C) What percentage of the members of homeless families in your city are children? ______%

D) Please provide a brief case study (one paragraph) of an **actual** homeless individual or family in your city.

8. **THE CAPACITY**

A) Did the number of emergency shelter beds for homeless people in your city _______increase, _______decrease, or ______stay the same during the last year. By what percentage? ______% How many shelter beds currently exist in your city for use by homeless people? _____

B) Did the number of emergency shelter beds specifically for homeless families in your city ______increase, _____decrease, or _____stay the same during the last year? By what percentage? ______% How many shelter beds currently exist in your city for use by homeless families? _____

C) Did the number of transitional housing units in your city ______ increase, ______ decrease, or ______ stay the same during the last year? By what percentage? ________ % How many transitional units currently exist in your city? ______

D) Did the number of transitional housing units specifically for homeless families in your city ______ increase, ______ decrease, ______ or stay the same during the last year? By what percentage? ________ % How many transitional units specifically for homeless families currently exist in your city? ______

E) Did the number of SRO units in your city ______ increase, ______ decrease, ______ or stay the same during the last year? By what percentage? ______ % How many SRO units currently exist in your city? ______

F) Do homeless families in your city have to break up in order to be accommodated in emergency shelters? ______ Yes ______ No Please explain.

G) Do homeless families have to leave the shelter in which they are staying during the day? ______ Yes ______ No If yes, please explain why and tell where they go during the day?

9. **THE FUNDING/RESOURCES**

A) During the last year, has your city government spent public funds (either locally generated revenues or federal or state grants) to support local shelters or other services specifically for homeless people?

_____ Yes _____ No

If yes, please check below the funding sources used by your city government and indicate the amounts spent.

Funding Source		Amount Spent
______	Locally generated revenues	$
______	State grants (not federal pass-through monies)	$
______	McKinney homeless assistance programs (please specify which ones on separate sheet)	$
______	Community Development Block Grant	$
______	Community Services Block Grant	$
______	Other federal grants	
	______	$
	______	$

During the last year has it been necessary for your city government to decrease the amount of locally generated revenues used to support local shelters or other services specifically for homeless people? _____Yes _____No
If yes, please explain why the decrease was necessary and what its impact has been?

B) Has state government funding to your city to provide services to homeless persons _____increased _____decreased or _____stayed the same during the last year? Please explain your response.

In 1991, 29 states were forced to cut their budgets to keep them in balance. Have state budget cuts contributed to the homeless problem in your city:
1) by increasing the number of homeless people? _____Yes _____No Please explain.

2) by reducing the ability of agencies to provide services to them?
_____Yes _____No Please explain.

C) Do you feel that the Stewart B. McKinney Act has been effective in assisting local agencies to respond to the problems of homelessness? _____Yes _____No
What changes (programmatic, administrative or funding) should be made in the McKinney Act as its programs are reauthorized by Congress?

10. **THE UNMET NEED**

A) Do emergency shelters in your city have to turn away homeless families in need because of lack of resources? _______Yes _____No Please explain, including information on what happens to the homeless families that cannot be accommodated in shelters.

B) Do emergency shelters in your city have to turn away other homeless people in need because of lack of resources? _____Yes _____No Please explain, including information on what happens to the homeless people who cannot be accommodated in shelters.

C) Please estimate the percentage of requests by all homeless people for emergency shelter in your city which goes unmet. _______% Please explain or expand upon your response, and include any data which supports it.

D) Please estimate the percentage of requests for emergency shelter specifically by homeless families in your city which goes unmet. ______% Please explain or expand upon your response, and include any data which supports it.

E) In order of need, select the three groups of homeless people (families with children, single men, single women, unaccompanied minors, severely mentally ill persons, substance abusers, employed persons, persons with AIDS or HIV-related illness or veterans) for whom emergency shelter or other needed services are particularly lacking in your city. For each group, identify which services are most needed but currently lacking.

Group	Services Lacking

11. **THE CAUSES**
What are the main causes of homelessness in your city?

12. **ATTITUDES**
A) Have the city government and/or any other public authorities in your city taken any action to limit the access of homeless persons to public facilities or property
in the past year? ____Yes ____No
in previous years? ____Yes ____No
If yes to either, please explain.

B) Have you seen any evidence that public sentiment toward homeless persons has become negative
in the past year? ____Yes ____No
in previous years? ____Yes ____No
If yes to either, please explain.

If no, has there been evidence of positive changes in public sentiment?

THE RECESSION AND THE OUTLOOK FOR THE NEXT YEAR

13. **THE RECESSION**
A) How has the recession:
1) affected the problems of hunger and homelessness in your city?

2) affected the ability of local agencies to respond to them?

14. **THE OUTLOOK**

A) Do you expect the demand for emergency food assistance in your city to ______increase, ______decrease, or ______stay the same during 1992? Please explain.

B) Do you expect requests for emergency shelter in your city to ______ increase, ________decrease, or ________stay the same during 1992? Please explain.

C) Do you expect requests for emergency shelter by homeless families specifically to _______increase, ______decrease, or ______stay the same during 1992? Please explain.

15) 1992 is a Presidential election year. If you were asked to advise a Presidential candidate on three federal legislative actions (including changes to existing programs as well as creation of new ones) that would enable the nation to eliminate hunger by the end of the century, what would they be?

If you were asked to advise a Presidential candidate on three federal legislative actions (including changes to existing programs as well as creation of new ones) that would enable the nation to eliminate homelessness by the end of the century, what would they be?

Person completing form:
Name: ____
Title/Agency: ____
Address: ____
Telephone: ____

TASK FORCE ON HUNGER AND HOMELESSNESS

James Scheibel, Saint Paul
Chair

Judy Abdo, Santa Monica
Jerry Abramson, Louisville
Hector L. Acevedo, San Juan
Art Agnos, San Francisco
Sidney J. Barthelemy, New Orleans
Phil N. Bredesen, Nashville
Tom Bradley, Los Angeles
Vicent Cianci, Providence
J.E. "Bud" Clark, Portland
Emanuel Cleaver, Kansas City
Richard M. Daley, Chicago
Palmer DePaulis, Salt Lake City
David Dinkins, New York City
Raymond L. Flynn, Boston
Donald Fraser, Minneapolis
W. Wilson Goode, Philadelphia
Paul Johnson, Phoenix
Sharon Pratt Kelly, Washington, DC
Joseph A. Leafe, Norfolk
Sue Myrick, Charlotte
Maureen O'Connor, San Diego
Douglas H. Palmer, Trenton
Carrie Saxon Perry, Hartford
Joseph P. Riley, Jr., Charleston
Norman Rice, Seattle
Xavier Suarez, Miami
Patricia Ticer, Alexandria
Wellington Webb, Denver
Michael R. White, Cleveland
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